

# Law Enforcement News

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## Maryland gives prosecution a community-oriented spin

Community-based approaches to crime control are widely believed to have done the trick for policing, so why not for prosecutors?

Officials in Maryland are boping for just that kind of outcome from part of an ambitious, wide-ranging plan that will target three dozen crime "hot spots," with an eye toward decreasing the state's overall crime rate by as much as 35 percent in three years.

The anti-crime offensive, which was unveiled in June, will attempt to bring prosecutors closer to where the action is, establishing a number of community programs aimed at cultivating closer relationships with police and residents in a focused effort to alleviate neighborhood crime problems. As part of the plan, several state's attorneys' offices will assign prosecutors to handle cases generated in the 36 areas, or crime "hot spots" that officials say account for 11 percent of the state's violent crime.

While the concept, which was pioneered by prosecutors in Multnomah County, Ore.; Marion County, Ind.; and Suffolk County, Mass., is being adopted by an increasing number of jurisdictions nationwide, the Maryland initiative is believed to be the first implementation of the program on such a large scale.

An outline of the overall plan obtained by Law Enforcement News shows that prosecutors, using funding provided through state and Federal grants, will be involved in a variety of activities to address specific crime and quality-of-life problems.

In the Center Eastport section of Annapolis, for example, a part-time assistant state's attorney will be assigned to "ensure that crimes are prosecuted so as to maximize the positive impact of the prosecution on public safety," according to the document. In the Garrett County town of Grantsville, an assistant state's attorney will work

of-life issues and encourage "community involvement" in criminal prosecutions.

In Easton, a Talbot County state's attorney will be assigned on a part-time basis to work closely with community probation teams, another feature of the "HotSpots" program. The teams will consist of trained "dedicated adult, juvenile, Federal probation officers, police and residents" who will supervise all cases in the community. The prosecutor will also act as a victim advocate during the prosecution of HotSpot cases and will address quality-of-life issues. In Worcester County, a community prosecutor in Pocomoke City will address nuisance properties — locations that generate the largest numbers of police calls.

The inclusion of the community prosecution concept in the HotSpots program is part of an emerging trend being seen nationwide. "It is quite widespread these days," noted Jeremy Travis, director of the National Institute of Justice, which has begun a study on the effectiveness of community prosecution programs. "It's really catching on and capturing the imagination of many prosecutors."

"Prosecutors around the country are placing assistants out in neighborhoods, working with community groups, trying to solve problems and reduce crime," Travis told LEN. "The important difference is that they are reaching out explicitly to the community, not just for public relations, but for partnership, and trying to engage in a genuine problem-solving effort, rather than simply

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It works for policing, so prosecutors will take a neighborhood-based approach to three dozen crime "Hot Spots."

one day a week in the town, "concentrating on problem-solving and criminal cases, especially domestic violence."

Prosecutors will be assigned full-time to the village of Long Reach, in Howard County, and will be responsible for cases involving "the majority of defendants" from the area, and will work with victims and access services. The Somerset County town of South Crisfield will get a part-time prosecutor who will focus on quality-

## Anti-violence effort, a hit in Boston, now making its mark in other cities

Beefed-up enforcement efforts targeting gangs and gun-related violent crime are contributing to a stunning drop in Minneapolis's once-surging homicide rate, and officials there are crediting the city's adaptation last spring of a pioneering anti-violence program in Boston, where homicides of young people have dropped to nearly zero over the past two years.

The number of homicides recorded by Minneapolis police between June and the end of August dropped to eight, compared to 40 for the same period in 1996 — a 80-percent decline, said Insp. Sharon Lubinski, commander of the Police Department's downtown precinct, who was selected last May by Police Chief Robert Olson to coordinate the unparalleled, multi-jurisdictional effort.

The numbers, Lubinski said, "were even better than what perhaps we had hoped for. I find them to be practically close to miraculous."

Minneapolis officials studied the Boston Gun Project closely, adapting it to stem a rising tide of homicide that had reached a record 97 killings in 1995, many of them gang-related, before falling to 86 last year.

The project involves joint patrols by police and probation officers to check up on probationers and parolees, tracing illegal guns, and issuing explicit warnings to gang members that retaliation

will be met with swift responses from local, state and Federal agencies participating in the effort. [LEN, Jan. 15, 1997; June 30, 1997.]

Lubinski said a number of factors may have affected the drop, including an influx of personnel assigned to the MPD's gang-enforcement unit, as well as the joint police/probation patrols, which started June 16.

The teams had made more than 300 checks as of late September, she said,

and "have done a lot to send a very subtle but strong message about no-tolerance for violence, and that probation is checking up on them."

"It's still going full force," she said of the effort. "I think everyone agrees it would be a mistake to pull back."

David Kennedy, a senior researcher at Harvard University's Kennedy School of Government who led the group that developed the Boston Gun Project, agreed that the Minneapolis

numbers were "pretty dramatic."

His analysis of the homicide numbers indicates that if the current rate continues, Minneapolis should end the year with a murder rate that has been cut in half.

Kennedy, who also played a key role in helping Minneapolis develop its program, was cautiously optimistic about the results being achieved there. "The question is what exactly happened to

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## Seattle police mark success with effort to curb car B&E's

An effort by Seattle police to reduce the thousands of break-ins of parked cars that are reported each year has yet to reach its goal, but one police official said it has greatly improved public awareness, leading citizens to take precautions to prevent break-ins from occurring.

The Police Department's Community Policing Bureau started the Car Prowl Task Force, which includes members from the public and private sectors as well as police and other city agencies, in April 1996 to address a nagging problem of car break-ins and thefts of personal property from vehicles.

Last year, about 19,000 incidents were reported to police, with damage estimated at \$8.2 million, or about \$850 per incident. The crimes are as difficult to solve as they are numerous, clearance rates in Seattle have ranged from 2.2 percent to 3 percent over the past five years.

Officer James Koutsky, a 10-year veteran assigned to the Community Policing Bureau, said the task force marks one of the first times the SPD has taken a department-wide as well as citywide problem-solving approach to a crime problem.

SPD units participating in the effort include Crime Prevention, Research

and Grants, Crime Analysis, Auto Theft, Burglary/Theft, Evidence Collection, Juvenile Patrol, Finance & Planning, and Robbery. About 20 Seattle police officers are involved at any given time, Koutsky said. The task force also includes officers and detectives from the King County Police Department, leaders of neighborhood groups, officials from city government, including prosecutors and Municipal Court staff, and private-sector participants, such as the Washington Insurance Council.

The task force developed its strategies based on the SARA model of problem-solving.

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# Around the Nation

## Northeast



**CONNECTICUT** — State Police are warning motorists to be careful after two incidents in September in which men posing as troopers robbed drivers after stopping them on the highway. The acting commissioner of public safety, Lieut. Col. William McGuire, said motorists feeling unsafe should ask a trooper for better identification, or call using a cellular phone to confirm that a trooper has been following them.

Nineteen-year veteran Wallingford police Officer Kerry Coon was fired in September after allegedly soliciting a prostitute in Meriden and then driving her to a crack house to buy drugs. Police Chief Douglas L. Dortenzio noted that Coon had received 25 written warnings and five suspensions during his police tenure for misconduct that included neglect of duty.

**DISTRICT OF COLUMBIA** — A study by the National Center on Institutions and Alternatives found that half of young black men in the city are under criminal justice supervision on any given day. By the time a black man reaches age 35, said the report, his chance of having spent time locked up exceeds 80 percent. Violent offenders in the district, it said, are sentenced to terms more than six years longer than the national average.

Four-hundred inmates from the medium-security section of the Lorton Correctional Complex will be transferred to a private prison in Ohio. Mayor Marion Barry hopes to privatize 75 percent of the system.

**MARYLAND** — A veteran Baltimore police officer was sentenced to two years in Federal prison without parole in August for betraying his badge and involving his stepson, also a police officer, in a lethal arson-for-profit scheme. Gary L. Budny, 46, said his association with one of the ringleaders of the arson gang began more than 13 years ago. Budny later convinced his stepson, Ian, who patrolled the area around the row houses targeted by the gang, to serve as a lookout and falsify reports on what he saw. Two people died as a result of the gang's activity.

Prince George's County police Cpl. Paul David Lancaster, 28, is free on bail after being charged with first-degree murder in the shooting of his girlfriend. Lancaster, a decorated, eight-year veteran with no criminal history, claims Christina Hopper, 31, sprayed him with mace and then tried to attack him with a knife when he shot her. Hopper, the mother of Lancaster's 17-month-old daughter, had previously threatened to kill herself and her children because Lancaster was ending the relationship and seeing another woman. On the night of the incident, police had visited Hopper's home in Laurel three times in response to a domestic disturbance call. But police said they could not intervene because neither party was harmed, and both said they wanted to resolve the matter themselves.

One hundred state troopers have been reassigned to a central Waterloo office to provide quick response to

large-scale crimes and emergencies.

Baltimore Mayor Kurt Schmoke says he will stand behind Police Commissioner Thomas Frazier, who has been branded a racist by Col. Ronald Daniel, the Police Department's highest-ranking black official.

The State Police in September reported a 6-percent drop in overall crime statewide for the first half of 1997. The report noted decreases of 9 percent in murder, 4 percent in rapes, and 16 percent in robberies. The January-to-June decrease was the first since 1990.

**MASSACHUSETTS** — Boston Police Commissioner Paul Evans, Springfield Police Chief Paula Meara and other state law enforcement officials are calling for a ban on 25 types of assault weapons, ammunition magazines that hold more than 10 rounds, and laser sights. The legislation they support would also increase penalties for gun-related crimes. A weaker version of such a bill died last year in a conference committee.

The city of Lowell, the only place in the state that still allowed bullfighting, banned the practice last month after a police officer was gored by a bull. The 1,400-pound bull that attacked Officer Kenneth Shaw was killed after being hit with some 20 rounds of ammunition. The bull escaped from a pen during a Portuguese festival, threw the officer in the air, and was stopped from charging him by a car that a passer-by drove between Shaw and the animal. Portuguese residents criticized the ban, insisting that "bloodless bullfighting," in which a tethered bull is taunted, is part of their cultural heritage.

During the first six months of this year, violent crime in Boston dropped by 16 percent, Mayor Thomas M. Menino announced in August, noting that serious crime is at its lowest level in 29 years. Murders are down 25 percent over the same period last year, and robberies dropped by 29 percent. Menino and Police Commissioner Paul Evans credited neighborhood street-workers for helping at-risk youths avoid crime and violence.

Arlington Police Officer Richard Jenkins, 37, has been suspended after being charged with possession of marijuana and with being a peeping Tom.

**NEW HAMPSHIRE** — An undercover narcotics agent who was placed in a jail cell with a man charged in the murder of a rookie Epsom police officer in August was able to elicit information that led to the man's partner in crime being charged with capital murder. An affidavit filed by in the court by a State Police sergeant said that Kevin Paul, 18, had told Kenneth May, an agent with the Attorney General's Drug Task Force, that he and Gordon E. Perry had been sleeping in their car when Officer Jeremy Charron, 24, woke them. Paul said Perry got out of the car with his gun behind his back, and shot Charron in the face. Police said, however, that Charron was not shot in the head, but rather multiple times. The fatal shot hit him in the side, despite body armor.

**NEW JERSEY** — Paterson Police Chief Vincent Amoresano, 51, was suspended without pay for three days in

September for insubordination, after refusing to file a report about an investigation of a high-ranking officer accused of assaulting a city official.

West New York Police Chief Alexander Oriente resigned Sept. 29 as a Federal investigation continued into allegations that he and a dozen officers were involved in video poker rackets, prostitution and other organized-crime activities. Mayor Albino Sires said that Hudson County Prosecutor Fred Theemling would assume control of the Police Department pending the outcome of the Federal probe.

**NEW YORK** — James (Jimmy Frogs) Galone, 33, and Mano Gallo, 29, admitted Sept. 16 that they were dispatched by the Bonnano organized-crime family to kill a fugitive sought in the 1989 murder of a DEA agent. An intense law enforcement manhunt led to the contract being put on Costabile (Gus) Farace because mobsters feared that if apprehended, he would cooperate with authorities. Farace, a mob-connected drug dealer, was wanted for the murder of DEA Agent Everett Hatcher on Feb. 28, 1989. Galone and Gallo described their roles in Farace's murder as part of a guilty plea before a Brooklyn Federal judge.

While some 3,000 law enforcement officers attended the funeral of a 28-year-old off-duty New York City police sergeant, Mayor Rudolph Giuliani stayed away from the event, due to the circumstances surrounding the death. Sgt. Walker Fitzgerald, who had a blood-alcohol content of 2.6, was shot in the head by a man who claims he was just trying to prevent a hit-and-run. Fitzgerald's car had collided with a cab in Queens, sending it crashing into a grocery store. The suspect in the shooting, Arthur LaMothe, 42, apparently struggled with Fitzgerald over the sergeant's drawn weapon. Police believe the incident to be one of street justice, with people chasing Fitzgerald's car and getting involved in the tussle. LaMothe has been charged with manslaughter, criminally negligent homicide and weapons possession.

A former New York City police officer, Sheryl Goff, has been awarded \$320,000 to settle a lawsuit in which she claimed she was sexually harassed and subjected to a hostile working environment while assigned to the 110th Precinct in Queens. Male officers, she said, watched pornographic videos in the stationhouse lounge, and hung pornographic photos on her locker with her name written on them.

The routine settlement of lawsuits by people who claim to have been victimized by New York City police officers does not trigger either investigations or self-examination by the department, said city Comptroller Alan Hevesi, whose office disburses payouts negotiated by the city's Law Department. In the past year, settlements totaled \$27.3 million, up from \$19.5 million the year before. Personal injury lawsuits against the department have risen 80 percent since 1987.

**VERMONT** — Brandon police officers are reportedly the first in the state to use computers in cruisers. The laptops can check driver's license records and car registrations, and even operate an on-board video camera.

## Southeast



**FLORIDA** — The Hollywood Police Department convened its fifth annual Citizen's Law Enforcement Academy on Sept. 4. The free program includes classes in traffic-homicide investigations, crime-scene processing, media relations and murder investigations.

A 42-year-old homeless Miami man holding a toy gun was shot dead by police Aug. 30 after they mistook him for a suspect wanted for pistol-whipping his wife. The victim, Augusto Melendez, refused to drop what Det. Roberto Soler thought was a gun. Melendez did not speak English, according to a police spokesman, and it is not known whether Soler shouted to him in Spanish.

A Black Talon bullet tore through the stomach of a West Dade man who was shot after he allegedly pointed a weapon at two police officers outside a Miami Beach pizzeria Aug. 29. The hollow-point bullets, which are standard-issue for Miami Beach police, open up like a flower upon impact, inflicting severe damage. Police Chief Richard Barreto said Officer A.J. Prieto was justified in firing at William Vidal Garcia, 33. Garcia had pulled a 9mm. handgun out of his waistband after a scuffle with some customers at the pizzeria. Garcia was told to surrender the weapon, but instead aimed it at police.

**GEORGIA** — A conclusion by investigators that Atlanta Police Officer Sabrina Long was speeding when she struck and killed a 4-year-old boy outside his home could lead to her indictment on charges of vehicular homicide. Long was driving between 45 and 50 mph on a street posted at 30 when her patrol car ran over Marquez Hayes.

Drug Enforcement Administration Agent Regina Bledsoe and Atlanta lawyer Alvin Kendall were indicted Sept. 4 on charges they helped a drug dealer prevent Federal agents from seizing money, drugs and luxury cars. The two are accused of tipping off Sam Carroll, a client of Kendall's, who pleaded guilty in February to conspiring to distribute cocaine. The indictment says Bledsoe, 40, coordinator for confidential informants, received money from Kendall, and Kendall, 37, received a big-screen television from Carroll as partial payment for warning him about a 1994 search warrant.

**LOUISIANA** — Former New Orleans police officers Frank Oliver and William Moore were sentenced Sept. 4 to four years in prison for sexually assaulting a 14-year-old runaway in 1995 while they were on duty. The two will also have to register with the state as sex offenders. The girl, who has a history of psychological problems, said they men picked her up the morning of May 19 and took her to the Rodeway Inn under the guise of giving her a place to sleep for the night. Then they took turns raping her, she said. Moore, 36, and Oliver, 39, who maintained their innocence, said that pertinent information was not made available to the jury, including a psychological examination

of the girl which found her prone to "flights of fantasy."

**NORTH CAROLINA** — The General Assembly voted in late August to make the state's sex-offender registry public beginning next April, and to hire more probation officers and parole agents for sex offender cases.

**SOUTH CAROLINA** — Expanding a 1993 decision that barred police from forcibly obtaining breath or other alcohol tests from motorists, the state Supreme Court on Sept. 4 voted to extend the ban to coroners as well.

**TENNESSEE** — A mentally ill 33-year-old man died of a self-inflicted gunshot wound to the head after killing a veteran Covington police sergeant. Brad Morrison shot Sgt. Charles Lanny Bridges, 50, in the back, then held police at bay for 12 hours. Morrison also shot Officer John Sutphin, and Assistant Attorney General Janis Pope. He was found dead after police fired tear gas into his parent's house.

Roderick Duane Cobb, charged with the 1996 murder of Shelby County sheriff's deputy Sherry H. Goodman, avoided a death sentence Aug. 25 by agreeing to plead guilty to first-degree murder. Cobb, 26, a former bounty hunter, was being taken to jail for a probation violation when he shot Goodman once in the back of the head with a small handgun he had concealed, then smashed a squad car window and escaped, but only after shooting her again. The 38-year-old deputy, who had been on the job for just two years, wrote Cobb's name and date of birth on her palm before she died.

Millington Police Officer Peter Nicholson, 26, was indicted Sept. 4 on charges of second-degree murder in the death of 17-year-old Rodie Gossett. The officer allegedly shot Gossett behind the right ear from a distance of 7 to 10 inches following a chase. The incident occurred July 24 after police noticed a traffic violation. Millington police and Shelby County sheriff's deputies cornered Gossett's car, but he rammed two squad cars, drove the wrong way through a car wash, and sped off. Prosecutors claim that Gossett and his passenger, Reginald Miller, also 17, had their hands up and were under control when the shooting took place.

**VIRGINIA** — Virginia and Tennessee agreed Sept. 11 to mutually honor the concealed weapons permits of residents passing through those states.

## Midwest



**ILLINOIS** — State Police reported in September that serious crimes, including murder, sexual assault and robbery, were down 2.7 percent in the first six months of this year compared with the same period in 1996. The biggest decline was in reported homicides, decreasing by 14.5 percent in the first of half of this year, to 496. Domestic violence increased by 8.5 percent during the second quarter of this year compared to the same period a year ago.

An eight-foot antenna will be installed on a water tower in Palatine,



# Around the Nation

enabling the Barrington/Inverness Police Department to communicate better with officers patrolling eastern Inverness. If the antenna, which was tentatively approved by the Palatine Village Board in August, interferes with existing antennas, it can be removed after 30 days notice.

Forty cellular phones have been donated to the Hoffman Estates Police Department by Ameritech as part of the company's Cellular Patrol campaign. The phones will be placed in all of the department's police cars and some will be given to neighborhood watch groups. Acting Police Chief Clint Herdegen said the phones will help to enhance police partnership with the community because officers will be able to speak directly to callers instead of having the information relayed through a dispatcher.

**INDIANA** — Evansville Police Officer Shawn Smith was suspended without pay Sept. 4 for watching television on the job. Officials said Smith would park his cruiser out of sight and then watch TV for several hours a day in an ex-officer's van.

**MICHIGAN** — City officials attending the recent Mayors' Conference on Drug Control were told that marijuana and cocaine are the drugs of choice in the state, and that heroin is making a comeback, due to new production in South America.

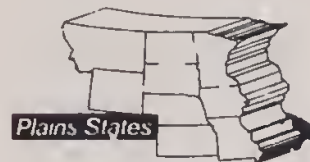
**OHIO** — With a backlog of 117,296 arrest warrants for people who failed to show up for court, Cincinnati police are targeting 200 of the city's worst scofflaws, each with 10 or more outstanding warrants.

The Cincinnati Police Department was sued in August by a couple whose home they lied to gain entrance to during a "knock and talk" visit to investigate the validity of drug-dealing complaints. A plainclothes officer reportedly persuaded Theresa Darden to open the door to her home by telling her he was a friend of her husband's, there to repay a debt. Three officers then pushed their way in, weapons drawn, and would only leave when James Darden asked to see a search warrant. Police said they had received two complaints about drug dealing at that address in the past three months. Lacking evidence for a search warrant, Lieut. Daniel Steers said he hoped the visit might indicate whether the complaints had merit.

A Cincinnati police officer who fatally shot a brick-wielding mental patient in February has asked a judge to intervene on his behalf and get his gun and badge back from the city. Officer Douglas Depodesta was cleared of any wrongdoing but was stripped of his police powers pending the outcome of a psychiatric evaluation. Hamilton County Common Pleas Judge Norbert Nadel, who will rule on the request, indicated he may not be willing to intercede at this point.

Two leaders of Black on Black Crime Inc., a 15-year-old anticrime group in Cleveland, were charged with theft in September after allegedly keeping some \$617,597 that the city mistakenly deposited in their bank account, city officials said. Art McKoy, the group's president, and Abdul Rahim Ali Hassan were released on \$2,500 bond.

**WISCONSIN** — The Kenosha News reported Sept. 14 that since 1991, only 25 percent of state prison inmates served their mandatory sentences. From 1985 to 1990, 67 percent of inmates served the maximum.



**IOWA** — The number of cases handled by the state's district courts increased to 102,161 in 1996, a 48-percent increase over 1995. The increase is believed to be due to a new law that makes it a criminal misdemeanor for people to drive with a revoked or suspended license.

**MISSOURI** — Two more agents are being added to the FBI's Kansas City corruption squad. The city ranks eighth nationally in the number of public corruption cases, with 18 filed in the current fiscal year.

**MONTANA** — With 42 more traffic deaths this year than last year, state lawmakers are requesting a special session of the Legislature to address the state's daytime speed-limit-free status. While deaths dropped slightly in the first year without a fixed speed limit, from 215 in 1995 to 198 in 1996, the number is now up 31 percent. Proponents of the current law argue that the connection between speed and death has not been established. Many of the deaths, they note, involved alcohol or occurred at night when a 65 mph limit is in effect on Interstate highways.

**NEBRASKA** — Fourteen suspected illegal aliens were set free by Omaha police Sept. 3 because U.S. Immigration and Naturalization Service officials said they did not have the staff to take them into custody. INS policy is to take cases with 15 or more suspects.

In an effort to get a feel for what state workers face in dealing with the public, Gov. Ben Nelson rode along with a Nebraska State Patrol trooper on Sept. 5 and did everything short of issuing tickets. Nelson gave a warning to a Colorado couple stopped for driving 70 miles per hour in a 60 mph zone.

**WYOMING** — Faced with strong opposition from state prison guards, officials have put on hold a proposal to rotate guards' shifts every 63 days.



**ARIZONA** — Disputing police assertions that five men who broke into a Phoenix couple's house in September and fatally shot the occupants were bounty hunters looking for a California fugitive, lawyers for the bail-bond industry claim the men were robbers who used the bounty hunter story as a cover-up. The five have been charged with second-degree murder, aggravated assault and unlawful imprisonment in the killings of Chris Foote, 25, and Spring Wright, 19. Foote fired at the

men as they broke in his door, and they returned fire with assault rifles. The documents the suspects showed police indicate they were looking for drunken-driving fugitive Rodriguez Alcantar. But the bond expired in 1993, said Mark Bernstein, a lawyer for the California firm that issued it. No bounty hunter could have been authorized to look for Alcantar under those circumstances. And, said Bernstein, no bounty hunter would then get paid for finding him. One of those allegedly involved, Michael Martin Sanders, was previously charged with plotting to kill sheriff's investigators involved with the probe that led to his firing in 1981 as a county jailer in Texas. Sanders was also charged with assault in 1990 while acting as a bounty hunter.

A Phoenix motorist was shot in late August after a drunken-driving incident in which he beat up a police officer. The suspect, Shawn Robinson, 27, continued struggling after being shot, said police. The incident began when an off-duty Maricopa County sheriff's deputy reported being nearly run off the road. Officers Kim Alquist and Lindy Slunder stopped Robinson, who came out the passenger side and punched Slunder to the ground. Alquist then shot Robinson in the thigh.

City officials in Tucson are looking into whether it is legal for police to ask people for their Social Security numbers during routine traffic stops, as they have been doing for the past 10 years. A motorist complained when stopped for speeding, saying the practice violates Federal law.

Maricopa County Sheriff Joe Arpaio is planning to extend his use of tent cities and chain gangs to include juvenile inmates.

**COLORADO** — The city of Denver will buy and operate two mobile camera units and lease photo enforcement equipment in an effort to document speeders at traffic hot spots beginning Jan. 1. Earlier this year, Gov. Roy Romer signed a law that places restrictions on such cameras, including no points against a driver's record, a maximum fine of \$40 and issuing just a warning if the motorist violated the speed limit by less than 10 miles per hour.

Boulder Police Chief Tom Koby acknowledged in a memo in late August that the department was caught unprepared when rioting erupted on University Hill on May 3. The memo reportedly cited problems in mustering all officers to help with the emergency, a lack of shields or shin guards, and inadequate riot training. The incident began when the area's bars closed and drunken mobs turned violent. Fifteen civilians were hospitalized and 60 officers were injured, and 34 arrests were made.

**NEW MEXICO** — An advisory committee to the U.S. Commission on Civil Rights held a fact-finding meeting in September to explore claims that Clovis police used excessive force last year during a food-stamp sting. More than 50 people were arrested, many of them women and elderly people.

**TEXAS** — State inspectors say officials from a private prison company and the Brazoria County Sheriff's Depart-

ment have been uncooperative in response to accusations that surfaced after a videotape showed guards abusing inmates at the Brazoria County Detention Facility. The executive director of the Texas Commission on Jail Standards, Jack Crump, outlined in September a nearly yearlong struggle to get to the bottom of the story for the nine-member commission. The tape shows a dog attacking at least two inmates, the use of a stun gun and a prisoner being kicked in the groin.

A Federal judge in Waco last month upheld the 30-year sentences imposed on five members of the Branch Davidian sect for using a firearm in a violent crime. The sentences were imposed because the defendants, Brad Branch, Renos Avraam, Jaime Castillo, Kevin Whitecliff and Graceme Craddock, used machine guns when Federal agents raided the compound in February 1993. Four of the agents were killed.

Federal Government officials say that cocaine kingpins in Mexico are using former U.S. soldiers to out-manuever anti-drug forces. One senior retired U.S. Army official told the Reuters news service that the mercenaries know about burst transmissions, bugs and hug detection, in addition to teaching marksmanship. They also are trained, he said, to organize and lead foreign nationals. Representative Silvestre Reyes, a member of the House National Security Committee and former Border Patrol official, said it was unclear how many former soldiers had been recruited, and declined to say whether Congress or U.S. intelligence agencies were investigating.



**ALASKA** — Anchorage officials say that the city's gangs, like their counterparts in the Lower 48 states, are increasingly driven by drug profits. About 300 gang members, including juveniles and adults, reportedly lived in Anchorage last year.

**CALIFORNIA** — Two Los Angeles teen-agers accused of beating a 12-year-old to death and dumping his body in a trash bin because he was a "smart aleck" pleaded not guilty in juvenile court on Sept. 3. An Oct. 22 date was set to determine whether the 16- and 17-year-old defendants should be tried as adults for the Aug. 26 killing.

A former Adelanto Police Department corporal, Thomas Boyd Chandler, was sentenced to two years in Federal prison on Sept. 8 for civil rights violations in connection with the beating of two men being held at the Adelanto police station. Chandler, 40, and fellow Adelanto corporal Kenneth Gailey, 31, pleaded guilty in June to trying to beat a confession out of Joseph Valdes on May 6, 1994. On an audio tape, Chandler was heard demanding that the prisoner confess to child-abuse charges or be beaten all night. In another incident that occurred on Oct. 11, 1994, Gailey and Chandler beat Henry Paul Easley and made him lick his own blood from the booking-room floor.

A U.S. Justice Department report released Sept. 7 gave Los Angeles County jails 49 days to improve health care for mentally ill inmates or face a civil rights lawsuit.

Los Angeles County Sheriff's Deputy Henry Meyers, 30, was indicted Sept. 18 on two Federal counts in connection with allegedly assaulting and pointing a handgun at a man being treated at the Antelope Valley Hospital emergency room on March 20.

A Pomona jury deliberated for just over two hours in late August before recommending that Ronald Bruce Mendoza, 23, be put to death for the murder of Pomona Police Officer Daniel Fraembs. Mendoza, a gang member who was on parole for burglary and beating up a school police officer, was walking with two friends when Fraembs stopped him on May 11, 1996. Mendoza shot the 37-year-old officer in the face because he did not want to go back to jail, said prosecutors.

**IDAHO** — A divided state Supreme Court ruled Aug. 27 that police may not conduct a warrantless search of a vehicle once the driver has been arrested and removed from the vehicle.

**NEVADA** — The Sparks City Council voted Sept. 3 to support Police Chief John Dotson's decision to promote three white officers to the rank of sergeant, bypassing a black officer. Dotson has been accused by the NAACP of racism.

A privately run, 500-bed women's prison opened on September 15 in North Las Vegas. The facility will immediately take custody of 439 female inmates from the state, and allow the return of 200 male inmates currently being housed out of state to relieve crowding.

**OREGON** — West Burnside Street in Portland has been declared a "prostitution-free zone," meaning that anyone caught hawking or selling sex will be banished from the thoroughfare for three months. A second offense brings a one-year ban.

Gold Hill Police Chief Katie Holmboe, the town's only paid officer, was fired in late August for selling Mary Kay cosmetics out of her cruiser and praying on behalf of a suspect she believed was possessed by the devil.

**WASHINGTON** — Tacoma police are investigating the circumstances surrounding the fatal shooting of Officer William Lowry and the wounding of another officer on Aug. 28, and one other officer during a domestic dispute call that turned into a shootout. Police have determined that the suspect, Sup Kray, fired just one shot, which Police Chief Philip Arcoleta stressed was responsible for Lowry's death. At issue is whether the other gunfire was caused by members of the SWAT team.

The state Department of Transportation has made 18 bulletproof vests available to road crews working on Interstate 405 in Seattle after several shots were fired in August near workers. The incident was described as very out of the ordinary by Det. Dave Scherf of the State Patrol, who said it could be anything from random shootings to a frustrated driver.



## Chief's legacy

Coral Gables, Fla., Police Chief **James Skinner**, who resigned Aug. 20 from the Omaha, Neb., Police Department after 27 years with the agency, said he believes his legacy will lie with the people he hired and promoted during his eight years as police chief of the Midwestern city.

Few current police chiefs have been in office as long as Skinner was in Omaha, which gave him the opportunity to hire and promote nearly one-third of its current patrol and command staff, including appointing the agency's first black female deputy chief.

"I'm proudest of the people in the Omaha Police Department," Skinner said in a recent Law Enforcement News interview. "I think that the caliber of people who have come into the organization, as well as those who have advanced through the ranks, is the greatest legacy you can leave an agency."

Under his leadership, the Omaha department received national accolades for innovative programs, including a five-year strategic plan to fight crime, and STOPP (Strategy to Overcome Peer Pressure), which urges youths to stay away from tobacco and alcohol. Both efforts received the prestigious Webber-Seavey award from the International Association of Chiefs of Police.

Skinner said the agency accom-

plished a great deal during his tenure, citing an overhaul of its records-management program — the first in 30 years — as well as the construction of two new precinct houses and the addition of helicopter and K-9 units.

Although a controversy erupted earlier this year about crime statistics that critics said were skewed and unreliable, Skinner maintained that crime has been gradually dropping in Omaha in the past few years. During the first six months of 1997, he said, crime was down by about 8 percent.

Skinner said he hopes to achieve similar successes with the Coral Gables Police Department, which serves an affluent Miami suburb located on South Biscayne Bay. "It's an excellent police department," he said of the 159-officer agency, which he took command of on Sept. 2. "The main idea is to find out where the citizens and police want our resources to go. My job is to help everyone here enhance the Police Department to be the most it can be."

In Omaha, meanwhile, Mayor **Hal Daub** appointed Deputy Chief **Charlie Circo**, a 35-year OPD veteran, as interim chief while a search for a permanent successor to Skinner is conducted. Circo, who oversees the Police Department's Criminal Investigations Bureau, took himself out of contention as a candidate for the position.

However, Circo may be on the job longer he expects, in light of a lawsuit challenging Daub's practice of bypassing Civil Service protections on tenure that apply to the chief's position. Daub

intends to have his choice give up that protection and serve at his pleasure, a request he has made of previous candidates for top public-safety positions.

The lawsuit, filed in Douglas County District Court on Aug. 18, seeks an injunction to end the practice, and allow the heads of public-safety departments to receive the Civil Service protections provided by the city charter, said **Tom Dowd**, attorney for the plaintiff, **Kimberly Ritchhart**.

Such a practice "has an effect on the pool of applicants," Dowd told LEN. "How many qualified people would be willing to take the job under such a handshake agreement?"

Assistant City Attorney **Tom Mungaard** said the lawsuit could result in prolonging or temporarily suspending the search for a new chief, which could take up to a year.

## Bureau bye-bye

FBI Deputy Director **William J. Esposito**, whose 33-year career with the bureau has seen him play key managerial roles in numerous high-profile cases, including the Unabomber investigation, retired Oct. 1 to take a position in the private sector.

Esposito, who joined the FBI as an entry-level employee at FBI headquarters in 1964 and went on to become the bureau's second-in-command, has been

named senior vice president in charge of corporate security for MBNA America, a Wilmington, Del.-based bank that is the nation's second-largest credit card lender, the FBI announced Sept. 10.

Director **Louis Freeh** said the bureau had been "well-served by [Esposito's] keen judgment and relentless energy in pursuing the highest ideals of the law enforcement profession.... All of us in the FBI will sorely miss his professionalism and investigative leadership."

Attorney General **Janet Reno** said she relied "tremendously" on Esposito's "common-sense, problem-solving abilities and grasp of the issues facing the FBI."

A New York native who became a special agent in 1970, Esposito served in the FBI field offices in New Orleans and Detroit, where he was promoted to supervisory special agent. After a brief return to headquarters, Esposito was named assistant special agent in charge of the Cleveland field office in 1986. There, Esposito snared a bomb-toting bank robbery suspect in an incident that earned him the bureau's highest honor for bravery.

In 1990, Esposito was promoted to chief of the FBI's white-collar crime program. During that assignment, he oversaw FBI investigations into bank failures and insider fraud connected to the savings-and-loan crisis. He also developed strategies to combat computer crimes, as well as health-care and telemarketing fraud.

Esposito became special agent in charge of the San Diego field office in 1992. Three years later, he returned to Washington after being named assistant director in charge of the Criminal Investigation Division, which oversees the bureau's anti-crime programs and investigations. In that role he coordinated major investigations, including the Unabomber probe, launched major initiatives against the Mafia, and helped define the FBI's role in the Southwest Border Initiative, a multiagency crackdown on drug-trafficking at the U.S.-Mexico border.

As deputy director, Esposito oversaw the capture of **Mir Aimal Kansi**, a Pakistani national accused of murdering two CIA employees outside the agency's headquarters in Langley, Va., in 1993. Esposito also supervised the manhunt for spree killer **Andrew Cunanan**, who committed suicide in Miami Beach in July as authorities closed in on his hideout.

Esposito helped to revitalize the FBI's delayed effort to modernize its records and fingerprint programs by establishing an internal administrative procedure to monitor progress. He also oversaw the complete internal review of FBI laboratories ordered last year as part of a Justice Department investigation of allegations that technicians performed sloppy work and processed evidence to ensure prosecutions.

## Coming up short

Former Garden Grove, Calif., Police Chief **Stanley Kneee**, who last month began his new job as chief of the Austin, Texas, Police Department, says he's used to doing more with less.

A native of the Orange County city of 155,000 residents, which another

former chief described as being located "right next to the Dumpsters behind Disneyland," Kneee said that Garden Grove's personnel-strapped agency was able to achieve a 40-percent crime reduction despite having the lowest staffing level of any jurisdiction in the nation with a population of over 100,000, with just one officer per 1,000 residents.

The 157-officer agency has relied on technology, civilianization and citizen volunteers to stretch scarce resources, fight crime and institute community policing department-wide, he said. "Even though we had no new staffing during my tenure there," said the 49-year-old Chief, "we were able to commit ourselves to community policing, and we've been very successful."

"We've had beat officers finding and organizing volunteers to tear down motels that were havens for drug dealers, prostitution and gangs. We've had them organize neighborhoods to walk the streets alongside prostitutes so that customers would not come around. We've had beat officers get volunteers to tear down buildings and put up block walls to cut off pedestrian egress in order to eliminate drug dealing. We put a real focus on career criminals, and have managed to do the right things," Kneee told Law Enforcement News.

Kneee says meeting that challenge is one of the highlights of his 28-year law enforcement career, which began when he joined the Garden Grove agency following two years in the Army, including a tour in Vietnam. He rose steadily through the ranks to head the Police Department, then left from 1988 to 1992 to serve as chief of National City, Calif., near the U.S.-Mexico border.

Kneee's career in Southern California has been marked by a willingness to innovate. As the area experienced a large influx of Asian refugees — and the emergence of Asian criminal gangs — Kneee researched the ramifications, putting down his findings in a research paper that became required reading for many California agencies grappling with the same situation.

In 1993, the Garden Grove PD launched an effort to increase diversity in the ranks with a plan that called for 50 percent of all new hires to be women and minorities. The department has exceeded that goal every year since.

All of these efforts have paid off, said Kneee. "I believe the department has worked extremely hard to build solid bridges to all members of the community, as well as nonprofit providers and government service-providers, to achieve these successes — even though we've had budget cuts."

Kneee said he's been impressed by the Austin Police Department's professionalism and commitment to community policing. "It's been very well-run and innovative in its applications of the community policing philosophy throughout its various neighborhoods," said Kneee, who succeeds **Elizabeth Watson**, now a fellow with the Justice Department's Office of Community Oriented Policing Services. "That's come back to me in talking to citizens."

Like any new chief, Kneee will bring some ideas and programs of his own to the Austin Police Department, but he said he'll do so only after conducting a thorough analysis of the agency's strengths and weaknesses. "We'll probably look to the community for advice in pulling together all of these community policing efforts, how best to do that, and what programs they think have had little impact on their lives," he said.

## Showing off their tony pates

### Omaha cops in shaven-headed support for child cancer patient

If you're passing through Omaha, Neb., and notice an unusual number of officers with shaved heads, be assured it's not a new law enforcement fashion statement — just a bald-faced show of support for a police officer's 8-year-old daughter who appears to be winning her five-month battle with childhood leukemia.

The officers' bare pates are a visible sign of solidarity for **Courtnei Kopietz**, who has shown what some have described as superhuman strength throughout an ordeal that began in March. She began having what doctors at first thought were asthma attacks, but further tests revealed she had been stricken with childhood leukemia, which had caused her trachea to swell so much that it made breathing difficult.

Since April 10, the day she was diagnosed, Courtnei's world has been turned upside-down by chemotherapy treatments and frequent hospital stays, said her father, **Jeff**, a six-year OPD veteran who is assigned to the Northeast Omaha Weed and Seed Unit.

Kopietz told Law Enforcement News last month that Courtnei has endured eight painful spinal taps — most of them while conscious — three bone-marrow extractions and chemotherapy three or four days a week, as well as a host of medications that must be taken daily.

Hair loss is a common side effect of chemotherapy, so to lessen the trauma, Courtnei was



**Courtnei Kopietz (c.) and two of her favorite police officers — her father, Jeff (r.), and Kevin Housh — show off their hairdos.**

fitted with a wig. "They shaved her head, and she asked me to jump into the chair after she was done, so I promised her I'd do it," Kopietz said. "So the other guys decided to do it. A lot of cops have short hair anyway, so for some of them, it wasn't much of a change."

The newly shorn officers include **Bob Laney**, **Jeff Chubb**, **Jeff Saalfeld** and **Kevin Housh**. "She was real happy with that," said Kopietz of the officers' action, adding that the entire Police Department has "been real good to us."

The treatments appear to be working, her illness is in remission,

Kopietz said. Doctors say she will beat the disease if it doesn't reappear in the next five years. Even so, she'll have to continue chemotherapy for two more years, he said. Ever the trouper, Courtnei and her supporters are optimistic that she will have a full recovery.

"Her spirits are fantastic," said her father. "She's been very lucky as far as the side effects of chemotherapy, she hasn't gotten very sick. She's strong, and she was conscious through 80 percent of the spinal taps. She's had 27 leg shots so far, out of a series of 50 she has to go through."



# NYC's Compstat continues to win admirers

Police officials from major U.S. cities have been beating a path to One Police Plaza in New York City ever since officials there credited the Police Department's innovative Compstat anti-crime program for the unprecedented double-digit declines in crime that have been recorded in the past few years. [LEN Dec. 31, 1996.]

Now, officials from some of the police agencies who have made the pilgrimage are putting some of Compstat's elements to use in their own departments.

In the past year, police officials from Washington, D.C.; New Orleans; Boston and, more recently, Indianapolis and Hartford, Conn., to name just a few, have begun to put into place their versions of Compstat, a statistics-driven program that increases information-sharing between police officials and vests greater responsibility and accountability in precinct commanders for what goes on — good or bad — in their precincts.

While Hartford and Indianapolis police officials say it's too early to tell whether Compstat will work for them, expectations are running high. "We know where New York is, and we really want to be there," Hartford Police Chief Joseph F. Croughwell Jr. told Law Enforcement News last month.

A Compstat program that is almost identical to New York's has been up and running in Hartford since June, said Croughwell, who has led the 478-officer agency since 1994. "We're doing it just like they're doing it in New York," he said. "I hate to sound like a copycat, but why waste time reinventing the wheel?"

Every Friday morning at 8 o'clock, Hartford's top police officials gather to report on progress or problems, share information and plan anti-crime strategies. "I have never been to staff meetings that have so many exchanges of information and ideas. Crimes are actually solved at these things," Croughwell said.

Croughwell also has informed his

three deputy chiefs, who are in charge of the city's three police districts, or "public-safety service areas," as they are termed by the HPD, that "they'll be held strictly accountable for what goes on in their area."

At the request of one of the deputy chiefs who said he needed more resources to get the job done, Croughwell assigned two detectives to each of the

**"We're doing it just like they're doing it in New York. I hate to sound like a copycat, but why waste time reinventing the wheel?"**

**— Hartford Police Chief Joseph F. Croughwell Jr.**

three police subdivisions to work as general investigators. While homicides and other major crimes will continue to be handled by detectives working out of headquarters, the reassigned detectives will spend part of their time as problem-solvers, working with residents to correct quality-of-life violations that tend to breed crime.

"They don't necessarily get assigned cases; they get problems to work on — car break-ins, burglaries," the Chief said, adding that some of the detectives served as patrol officers in the districts and have maintained contacts that will be beneficial to fellow officers. "The information we're getting is unbelievable," he said.

Crackdowns on other quality-of-life concerns such as panhandling, which has been virtually eliminated in the downtown area, and public drinking have yielded unexpected bonuses in the form of information from suspects, contraband or fugitives. So has stepped-up enforcement of a bicycle registration ordinance, which gives police cause to stop cyclists to check for registration.

"They're coming up with guns and dope," said Croughwell, including crack cocaine and heroin, which officers discovered on some suspects during a recent sweep targeting drinking violations in a public park. "Stuff like that makes cops real interested in enforcing quality-of-life violations," he noted.

Hartford's Compstat program has definitely shown promise in reducing the city's already-falling crime rate, Croughwell said. "Our numbers have been good all along," he said, noting that overall crime has fallen nearly 40 percent in four years. "But during one week in September, all Part I crime was down 19.3 percent. For the preceding 28-day period, it was down 12 percent versus the same period in 1996. Year-to-date, it's down 13 percent."

The crime reductions have also fueled significant increases in citations from a continuing crackdown on quality-of-life offenses, another ingredient of the Compstat recipe. "We've addressed over 9,000 quality-of-life violations," said Croughwell, noting that officers take the lead in helping neighborhood residents get vacant lots cleaned up, abandoned cars towed and assistance from other city agencies.

The Hartford PD soon will install a state-of-the-art crime-mapping system that will graphically illustrate successes or failures in the districts. A \$40,000 Federal grant will be used to renovate a classroom to serve as the nerve center of the effort. The grant also will allow the department to upgrade its audio-visual and computer equipment so that neighborhood maps and computer statistics can be transmitted directly to a large screen in the classroom.

Also underway are efforts to improve response times for less serious service calls, as well as a citizen complaint-monitoring program that will make supervisors aware of possible patterns of excessive force and other misconduct by officers under their command. The department also is keeping closer watch on how officers use their

time, requiring them to file daily reports with supervisors, who can use the data to best direct resources, Croughwell said.

Some of the efforts were already underway when a group of Hartford officials traveled to New York last spring for a firsthand look at Compstat at work. "We were doing things like this on a piece-meal basis, but it really all came together when we started doing Compstat," Croughwell observed.

Community-based observers hack up Croughwell's contention that Compstat has proven effective in Hartford in the short term. "We're very encouraged by it," said Edith Lacey, a neighborhood representative of the 15-member Hartford Public Safety Accountability Coalition. "Being part of a committee like this, certainly everybody has complaints. But you also come to know the limitations. We saw Compstat as a way for [police] to get a better handle on activity in a very timely manner. It's definitely a step in a wonderful direction."

Neighborhood groups are especially glad that quality-of-life issues are being addressed — something the coalition has long pushed for, said Lacey. "They were eroding the residential base of the city. A quiet drug dealer won't attract the attention that a honking horn does," she said. "One of the problems is that the judicial system looks at these offenses as very petty and insignificant. But we know these are the issues that will drive people away from their homes and away from the city."

Quality-of-life enforcement is also a major part of the anti-crime strategy in Indianapolis, which is focused on reducing last year's record number of 120 homicides, which officials believe is fueled by the city's late-blooming crack cocaine trade.

Two high-crime districts are being flooded with uniformed patrol officers as part of the Police Department's directed patrol strategy, said the HPD's chief spokesman, Lieut. Tim Harty. "They are stopping pedestrians, vehi-

lar traffic, you name it. If they commit a violation, they get stopped and interviewed to see what they may be up to."

Residents of the areas targeted by the strategy were apprised of it in advance, he added. "They've welcomed us with open arms. We told them before we went in there we were coming in and to be prepared — have your driver's license renewed, have your registration match your car, make sure you're wearing your seat belts and you won't get stopped."

"But if you're committing even the most petty violations, there's a good chance you'll get stopped in these particular neighborhoods," he added.

The Police Department also is using resident and officer surveys, as well as crime statistics, to gauge the effectiveness of its efforts, Harty added. "The majority of officers seem rejuvenated and excited about the fact that there are making a difference. It's not a situation where it's a revolving door when you lock up Johnny Drug Dealer, and he's out in three hours, and he's selling dope to the same people a couple of hours later."

Hartford's Chief Croughwell says he's sold on Compstat, and recommends that his counterparts in other cities give it a look to see if it can be adapted to their jurisdictions. "The Compstat process is very much like community policing; it can be adapted to any jurisdiction," he said. "I'm really impressed with it. It seems to bring our community policing program together. I think the future of this department will revolve around the Compstat process."

## Testing 1, 2, 3: County police exam under scrutiny for possible cheating

A five-member committee is conducting a massive review of an entrance test used by the Suffolk County, N.Y., Police Department, in an effort to weed out current police officers who may have cheated on the exam, which has been administered several times in the past nine years to increase the number of minority officers.

Suffolk County officials set up the committee, which has two Police Department internal affairs officials, two Civil Service Commission officials and a representative from the county attorney's office, in late August to review as many as 1,000 "autobiographical," non-cognitive exams devised by a Washington, D.C., testing firm, said county personnel director Allen Schneider.

The committee was formed in the wake of indictments handed down by a county grand jury in June, which accused a deputy police inspector of coaching applicants who took the test, which was first administered in 1988 to comply with a Justice Department consent decree. A sergeant also was

indicted for allegedly stealing test questions, the paper Newswatch reported.

Schneider, to whom Law Enforcement News was directed by the Police Department for comment, said the exam required prospective police officers to answer a series of about 225 autobiographical questions that delved into their backgrounds, educations and attitudes toward law enforcement.

"The correct answers are based on a profile of what makes a good Suffolk County police officer, and they're supposed to respond based on what their backgrounds and attitudes are," Schneider explained. "Those who match most closely the answers given by successful police officers wind up with the highest scores."

The exam was administered four times, said Schneider, once to minority applicants who had taken a Police Department entry test in 1984, and three times as part of entrance tests given to applicants from the public at large.

The scandal erupted when it was learned that a few Suffolk County police officers had "broken the [good of-

ficer] profile," Schneider said. They set up a school in which they coached applicants in the correct answers. An estimated 500 people took the course, with the vast majority of them achieving near-perfect scores.

The committee is now reviewing answers from every Police Department appointee who took the test. "We're looking at 400 appointees from 1988, and 600 from 1992," Schneider said.

Once the committee finishes that review, which will focus on 20 key questions that can be easily verified, they will check the responses of applicants on the current recruit waiting list.

Anyone found to have given fraudulent answers will face termination from the Police Department, Schneider said, adding that test-takers were given ample warnings against cheating, both from testing monitors and in the testing materials. "We're reviewing their original applications at the time of hire, and the background investigations we did on them, to see if there's a pattern of cheating on any individual candidate," he added.

In a recent videotaped message that was required viewing for the entire agency, Police Commissioner John Gallagher praised officers who had earned their jobs honestly, and warned that he will not allow the scandal to taint the department's integrity.

"The reputation... and integrity that this department holds will not be stained and not be compromised by a relative handful who chose to mock that standard," the Commissioner said.

Gallagher added that he owed it to the honest majority of officers "to take out the relative handful who decided to find their way into this job by fraud and deceit, and clean them out of this department."

Once he receives the committee's findings, Gallagher will decide whether to file departmental charges against accused cheaters, who won't be fired until they are given a chance to defend themselves before a hearing officer.

Schneider would appoint that hearing officer and have the final say on the job status of those found to have cheated.

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# Morale is running dry

## Transfer of oversight authority rankles Kentucky Water Patrol officers

Some officers of Kentucky's Water Patrol say morale is about as low as the river and lake beds of the waterways they patrol, since authority over the agency was shifted nearly three years ago to the state Department of Fish and Wildlife Resources.

The 1994 transfer of oversight for the patrol, from the Natural Resources Cabinet to the Tourism Development Cabinet, was the fourth shift in the agency's affiliation in several years. Some officers told *The Louisville Courier-Journal* recently that the change has eroded their enforcement duties, which included arresting offenders both on and near the state's recreational waterways.

Don Smith, a former Water Patrol director, said the change in the oversight structure has adversely affected morale among boating officers because they are being discouraged from enforcing laws against alcohol-related offenses in recreational areas in an effort to boost citations against boaters and hunters. Prior to the change, water patrol officers had a reputation for aggressive enforcement of alcohol violations.

"I'd rather arrest a drunk walking into a lake than have to drag him off the bottom later," said Water Patrol Capt. Kenny Henderson, adding that the removal of the word "police" from the patrol's new boats, cars and uniforms also has hurt morale. It also seems to have made offenders take them less seriously, he said.

Henderson said he recently saw men on a riverbank near the Nolin Reservoir who were using drugs and drinking. When he approached them, the men pulled out their fishing license,

in an apparent gesture of disdain at the officer. "I don't like what they've done with the Water Patrol," he told *The Courier-Journal*.

Officer Johnny Brashear, who has patrolled lakes in eastern Kentucky for 18 years, said that restricting the arrest powers of Water Patrol officers on shores and roads would result in "people [going] wild on the lake."

**"I'd rather arrest a drunk walking into a lake than have to drag him off the bottom later."**

— Water Patrol Capt. Kenny Henderson

But Fish and Wildlife officials maintain that most Water Patrol officers have accepted the oversight structure now in place.

Mark Marracini, a spokesman for the Department of Fish and Wildlife Resources, said the change has resulted in a more effective deterrent to misconduct, which he credited to an ongoing effort to cross-train about 140 conservation officers and 40 Water Patrol officers. Now, officers affiliated with either agency can enforce laws for both boating and wildlife-related offenses, he pointed out.

The entire agency issued 1,200 more boating citations in 1996

than were issued in 1994. About 35 percent of the increase was attributed to conservation officers, while Water Patrol officers were responsible for about 14 percent of wildlife-related citations, Marracini said.

And even as boating registrations have been increasing significantly, fatalities from accidents are down, Marracini added. Before the shift, Kentucky had one boating-related death for every 11,135 registrations. Last year, there was one fatality for every 16,000 registrations.

Some Water Patrol officers also questioned a new policy recently issued by the Department of Fish and Wildlife Resources that requires boating and conservation officers to fill out reports and notify supervisors if they take action beyond their regular duties. While some Water Patrol officers claim the directive ties their hands, Col. David Loveless, who heads the Fish and Wildlife law enforcement branch, said the policy was issued because "we are not paid to be road cops."

"The first order of business should be working for the rules and regulations that pertain to wildlife," added George Warren, a member of the Fish and Wildlife Commission. "Their salaries are paid by sportsmen, and those people expect it."

Officers should assist in alcohol-related emergencies, Warren said, but he added: "I don't think they should be out looking for [drunks]."

Commission member Frank Brown said a group of sportsmen also raised the alcohol enforcement issue in 1994. "They didn't want conservation officers out there setting up roadblocks trying to catch speeders," he said.

## Kansas City fights prostitution with the glare of publicity

Prostitution-related arrests have dropped by nearly half in a Kansas City, Mo., neighborhood plagued with streetwalkers and their customers, following the recent debut of "John TV," a city-produced television program that shows the mugshots of men arrested for allegedly soliciting prostitutes.

The program, which debuted on a public-access cable channel on May 14 with a lineup of 44 mug shots, is the brainchild of City Councilwoman Teresa Loar, who took action after receiving repeated complaints from residents in her district.

"We had an escalating problem with street prostitution in a particular part of my district, and of course, that brings in a lot of drug-trafficking, vandalism, cruising, loitering — just a lot of bad elements coming into the community. It's gone on for a number of years and nothing seemed to make a dent," Loar told Law Enforcement News.

Since the debut of the program, which airs on Wednesday mornings, arrests of men accused of soliciting prostitutes have been cut nearly in half, from 94 in June 1996 to 48 in June 1997, according to figures supplied by Loar.

Police are unwilling to give all of the credit for the plunge to the cable TV program, noting that the decline has come in conjunction with sting operations and increased patrols in the area. But, said Sgt. Jim Connelly, who supervises the Kansas City Police Department's vice squad, it certainly hasn't hurt.

"I can't be absolutely sure it's 'John TV' and nothing else," he told LEN. "John TV" is a tool that's being used in combination with other efforts. But we can't say it's a cure-all."

Loar maintains that "John TV" has achieved what she intended it to do — deter potential johns by letting them

know they might wind up as "guests" on the program. "My intent wasn't to persecute people. It was just to deter crime that was highlighting an area, and it's worked," she said.

Predictably, perhaps, the show has its critics, who contend that "John TV" throws due process right out the window, even though a disclaimer lets viewers know that the men have only been arrested for soliciting, not convicted. I.J. Barrish, president of the American Civil Liberties Union's affiliate board for Kansas and western Missouri, said the group plans to file a Federal lawsuit on behalf of some of the men whose mug shots appeared on "John TV."

"The shows are aired prior to them having their day in court, which is why we object to it. Their presumption of innocence has been impaired," Barrish told LEN. "In doing this, the city had as its full intent to shame, dishonor, embarrass and humiliate these people in front of their communities."

The lawsuit, which had not been filed as of late August, will seek a permanent injunction to stop future broadcasts, Barrish said.

Loar countered that the effort was thoroughly researched by city lawyers to ensure it did not violate anyone's constitutional rights. Besides, she noted, the information is available to the public from police. "We've done nothing illegal," she said. "I have a staff of lawyers here at City Hall who wouldn't let us do anything illegal, so we went with it, and it's had immediate, dramatic effects."

The ACLU may not have to go to court to keep "John TV" off the air, since the number of arrests has been tumbling, meaning that fewer mug shots are available for broadcast. Loar said that recent editions of the program have featured no more than eight mug shots.

## Anti-violence project, a hit in Boston, takes to the road

Continued from Page 1

have that impact, which we can't answer very well at this point. But more importantly, is it sustainable?

"They're extremely promising results and if they can be sustained, they really do suggest that this is an approach that works and can travel," he said.

Hoping to replicate its apparent successes, scores of law enforcement agencies nationwide are inquiring about the Boston Gun Project or have gone ahead with plans to adapt it to fight violent crime. The other of Minnesota's Twin Cities, St. Paul, reported a 40-percent drop in year-to-date homicides as of September, from 25 to 15, and was planning to implement its own version of the gun project late last month.

Many of the jurisdictions replicating the program are implementing the police-probation officer patrols, which have been found to have a preventive effect on gang and youth violence.

Maryland officials launched a "community probation" program last month in which at least three probation agents will be teamed with police officers in each of the 35 areas of the state that officials have targeted as part of its "HotSpots" anti-crime program that was announced earlier this year. The teams will make house calls, check that curfews are being observed and talk to neighbors about the habits of probationers, officials said.

The effort will mark the first statewide implementation of the concept, according to Lieut. Gov. Kathleen Kennedy Townsend, who is in charge of the state's criminal justice programs. "Before this, the police and probation officers didn't communicate," said Townsend. "The people who were on probation were obscure."

Now for the first time, probation officers "will be out pounding the pavement," said Townsend, who opened the initial training session for 250 police and probation officers in Annapolis on Sept. 9.

Atlanta police officials scrutinized

the gun project during a visit to Boston earlier this year, then went home and instituted the Police Department's first-ever unit devoted exclusively to investigating gun-related crimes. The unit, which was to begin its work on Sept. 30, will focus on youthful gun offenders, said Deputy Chief Carter Jackson, who is in charge of the Criminal Investigations Division.

Thirteen Atlanta officers will team up with at least two agents from the Bureau of Alcohol, Tobacco and Firearms to intensify tracing of weapons seized by police or those found to be used in crimes, to determine the source of illegal firearms that end up in kids' hands, Jackson told LEN. "The number of aggravated assaults with firearms in Atlanta is very, very high, particularly among young people," he noted.

State and Federal prosecutors will seek maximum penalties for anyone convicted of supplying guns to youths, Jackson added. "Swift and sure prosecution works. They've certainly proved that in Boston," he said. "It's a tried-and-true method of making an impression on criminals. We want to ensure that these people don't get probation or a slap on the wrist...that an overwhelmed criminal justice system often has to resort to because the volume of cases they have to deal with."

"We're optimistic that by taking guns off the streets and prosecuting those responsible for putting them there, we'll have an impact on Atlanta's violent crime rate," Jackson said.

Atlanta police officials are continuing their analysis of the city's gang structure, which Jackson said differs from Boston in that the gangs are not turf-based, but spread throughout the metropolitan area. The analysis will determine what other elements of the Boston Gun Project, including the police-probation patrols, might be feasible for Atlanta, he added.

Probation officers have begun ride-alongs with police officers on a limited basis in Detroit, noted Lieut. Gerard

Simon of the agency's Special Crimes Section, which oversees anti-gang efforts. The pilot program began in two precincts in mid-August, following a visit to Boston by Detroit police officials to discuss the program with officials there.

Detroit police officials are attempting to fit elements of the Boston project to deal with the city's own specific crime problems, Simon added, and are looking into ways to increase coordination between jurisdictions.

"One of the best things about Boston's effort is that it shows the problem has to be attacked from a number of areas — and done so in a coordinated fashion," he told LEN.

Police in Lowell, Mass., have been using elements of the Boston project since June to crack down on juvenile violent crime, said Police Chief Ed Davis, who said juveniles are responsible for up to 30 percent of the aggravated assaults reported to police.

Young trouble-makers already have been given notice that authorities will not tolerate continuing violence on their part, a strategy that was used to great effect in Boston, Davis said.

"We called them in — about 20 of them in all. In addition to telling them they were under a spotlight and there was going to be increased attention from probation and the criminal justice system overall, we told them they were no longer anonymous, that we knew about them," Davis told LEN.

The youths were told they could get help in getting back into school or finding jobs as alternatives to violence. They also were offered protection if they wanted to get out of a gang and feared retaliation, the Chief said.

Aggravated assault rates have "dropped considerably" since then, particularly in and around schools, and some of the youths who were warned "have really turned themselves around," Davis said.

The Chief added that police-probation patrols began in mid-September.



## Police have big plans for tiny video cameras

Westbrook, Maine, police officers will soon be sporting tiny, pendant-like cameras that clip onto their shirt fronts or bulletproof vests, which will film their activities and interactions with citizens — as well as enhance safety and serve as a hedge against false accusations and potential civil liability.

The 33-officer agency was to receive three of the \$6,000 devices, which are manufactured by SEMCO, a Vista, Calif.,-based company, sometime this month, according to Deputy Chief Paul McCarthy. The cameras will be used by three officers routinely assigned to conduct around-the-clock patrols of the town, which is located about 10 miles west of Portland, he told Law Enforcement News.

The cameras will not be the first time Westbrook police have utilized video technology to enhance officer safety, McCarthy noted. The agency has a cruiser equipped with a dashboard-mounted video camera that can record traffic-stop activities, but unlike that unit, the palm-sized remote video cameras "will see what the officer sees, and go where the officer goes," McCarthy said.

The clip-on camera, which has a range of a quarter-mile, is wired to a small transmitter attached to an officer's belt, which sends sound and images to a receiver mounted in a cruiser's trunk, much like dashboard-mounted cameras do. A small video monitor allows for quick viewing of the recorded images, either as they occur or in replay.

But because of the mobility that the clip-on cameras afford, they'll give a

better view of traffic stops, pursuits or other enforcement activities, McCarthy pointed out.

Videotapes will be used for training as well as evidence in criminal cases and to disprove false claims made against officers, he added. But the department's main reason in purchasing the system was to increase officer safety, McCarthy stressed.

"We're turning the tables, putting the camera on the violator," said the deputy chief. "Officers always have to be sure they do everything right, so now the camera will perhaps make the suspects respond in kind."

Rocky Galgano, sales manager of SEMCO, said the Personal Video Surveillance System represents yet another adaptation of military technology to civilian peacetime use. Galgano estimated that about 100 law enforcement agencies nationwide have purchased the system since it became available three years ago. Some agencies equip K-9 units with the system, using them as eyes in dangerous situations like bomb threats and other incidents that require building searches.

"It takes police officers a little bit of time to get used to the fact that they're being recorded in what they do," Galgano said. "But the first time an officer gets sued for doing something or is accused of doing something, it's right on tape, so once it's viewed, it's automatic that it didn't happen and that officer is cleared immediately. The officer knows he's wearing the camera so he's not likely to do anything that would be against public policy."

## With new Chief comes a new look for LAPD

Newly sworn Los Angeles Police Chief Bernard C. Parks has hit the ground running, ordering a sweeping reorganization of the 12,000-employee Police Department that includes promoting the agency's second female commander and the appointment of another commander to serve as internal ombudsman.

The changes, which include a flattening of the department's top command structure, took effect on Aug. 31, a little more than a week after Parks was sworn in on Aug. 22.

Parks scrapped several LAPD administrative sections, consolidating or transferring their functions to other units, as part of an effort to continue and widen the scope of the agency's community policing plan. "The new structure is entirely consistent with our vision for institutionalizing community policing in this city," the memo stated. "Reorganization is critical to our success and therefore, must be implemented as soon as possible."

Parks chose Deputy Chief Mark Kroeker, who had emerged as his chief rival for the hotly contested chief's job, to serve as his special assistant, putting him in charge of the reorganization effort. Kroeker will take over duties formerly assigned to three assistant chiefs —

currently vacant positions that will remain unfilled, Parks said — and will develop a new system for command accountability modeled on the New York Police Department's Compstat program.

Capt. Margaret "Peggy" York was promoted to commander, becoming the second woman to hold a command-level post. York is the wife of Superior Court Judge Lance Ito, who presided over O.J. Simpson's murder trial.

Parks also promoted J.I. Davis from commander to deputy chief in charge of the South Bureau, and placed deputy chiefs Ronald Banks, Frank Pierson and Michael Bostie in charge of the Central, West and Valley bureaus, respectively.

Cmdr. Art Lopez, a 26-year veteran, is the department's new internal ombudsman, a position that will entail responsibility for resolving conflicts involving two or more employees before they become so severe as to spark personnel investigations, according to The Los Angeles Times. The position is believed to be the first of its kind to be institutionalized in the LAPD.

"The position of ombudsman is one of the key components to a completely new mode for a Los Angeles chief of police," Deputy Chief David Gascon told The Times. "The Chief has demonstrated great creativity and it's obvious how



**Cmdr. Art Lopez**  
*Internal problem-solver for LAPD*

important he considers being proactive in preventing problems from festering or becoming significant issues for the employees of the organization."

Other changes announced by Parks in recent weeks included an incentive program to encourage officers to keep physically fit and a proposal to hire psychologists so that there is one available for every two stations. The latter move stems from the Chief's belief that physical and mental stress play key roles in misconduct and other personnel problems.

### Home is where the job is:

## Residency rule still sits poorly with cops

Three years after its adoption by Boston officials, a residency rule that requires police officers hired before 1994 to live inside the city continues to rankle, and keeps courts busy with lawsuits filed by police unions seeking to dilute the ordinance or scrap it entirely.

In the latest legal battle over the rule, a Suffolk County Superior Court judge ruled recently that Boston police who leave the patrol officers' bargaining unit for a new unit will be exempted from the rule, as long as they were on the Police Department payroll before the its April 1994 effective date.

The ordinance, which was proposed by Mayor Thomas Menino and approved by the City Council, required that all police officers hired after July 1, 1994, live within the city. Officers hired before then were exempt, but they had to live within 15 miles of Boston city limits. Supporters said the residency requirement would forge better relations between police and Boston residents.

Since its enactment, however, the ordinance has caused nothing but rancor among police officers, say officials of the city's two main police bargaining units, the Police Patrolmen's Association and the Superior Officers Federation. Both groups bitterly oppose the requirement and have waged an ongoing battle to rescind it, arguing that it would deprive non-compliant officers of promotional opportunities.

The latest twist in the dispute occurred with a ruling in a lawsuit filed by the city against the BPPA to scrap

an arbitrator's decision, which provided exemptions to patrol officers who were members of bargaining units other than the BPPA prior to the enactment of the ordinance. The city charged that the arbitrator had exceeded his authority in the matter.

The decision handed down by Judge Barbara Rouse on Aug. 21 said the requirement "shall itself remain in effect and its exemption shall also remain in effect, but will apply to incumbent patrol officers who are members of the patrol officers' bargaining union, which is represented by the union," the decision said. "As soon as a patrol officer is represented by a different bargaining unit, [he or she] will not receive the benefit of the exemption."

However, the Superior Officers' Federation put a different spin on the ruling, saying its collective bargaining agreement with the city means its members are unaffected by the decision. "The court found that when an employee leaves one bargaining unit and becomes a member of a new bargaining unit, that employee's terms and conditions of employment will be governed by the existing collective bargaining agreement in the new bargaining unit," said a statement by the federation's president William T. Broderick.

Broderick noted that the federation's labor agreement contains the provision that "members who are on the department payroll as of the date of the execution of this agreement (April 1994) shall not be subject to the terms of the

city residency ordinance during their employment" with the Police Department.

"There has been no appeal of the language, and the time allowed for such an appeal has long since expired," Broderick said. "Consequently, no current member of the federation who was on the department payroll prior to April 1994 is subject to the residency ordinance. Furthermore, no such members may be denied promotion for not complying with the residency ordinance."

Broderick told Law Enforcement News that, in a nutshell, the ruling means that federation members "on the city payroll prior to April 1994 don't have to stay in the city once they're promoted and they join the association. It doesn't apply to those who come on after 1994."

The decision will affect about 70 recently promoted sergeants who are BPPA members and will now be required to move to the city, said James Barry, legislative aide for the association. It also puts the city in an unenviable position, he added.

"The city doesn't know what to do with them now. What do they say to the guys they just made? 'Oh, we made a mistake, now you've got to move back into the city because we won the appeal.' They don't have the political fortitude to do that, and they shouldn't do it because it's wrong. It's wrong that they didn't grandfather in somebody from the beginning of their career right on through, and it's wrong to require these new recruits to remain residents

throughout their career," he told LEN.

Barry said city police officers oppose the requirement in the belief that "being a resident of the city doesn't make a better police officer."

"I think there's this notion that we're sentinels, that you can have a police officer on every corner, and even when we came home from work, we'd be a deterrent to crime. Well, if you have a toothache and a dentist lives next door, you don't go waking him up at 3 o'clock in the morning to ask him to pull your tooth.... That's a real bogus argument. Maybe we should put in overtime slips if they want us to be sentinels."

He added that 65 percent of the force lived in the city before the residency requirement, negating the need for the ordinance. "The whole thing should be thrown out," he said, hinting that more legal maneuvers are in the offing. "We

want everybody exempted, including the guys from 1994 on. If they can't throw out a slice of it, then throw the whole damned thing out. We never wanted it to begin with."

In his statement, Broderick warned that any efforts by the city to impose the ordinance on any SP1 member, including those promoted to sergeant since April 1994, "will be met with the strongest legal opposition possible by the federation leadership."

Broderick, a captain with 28 years in the Boston Police Department, told LEN that officers may choose to exact payback at the ballot box from elected officials, including Menino, for forcing the residency rule on them. "If anything, this is going to come back and haunt the Mayor because he's creating a voting bloc that can hurt him," Broderick said.

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*Back in April 1987 one of Tom Constantine's concerns was the increasing popularity of cocaine and the growing encroachment of Medellin "cocaine cowboys" in the State of New York. Constantine, then the Superintendent of the New York State Police, had good reason to be worried. Just a year and a half earlier, the largest drug manufacturing lab in North America had been discovered in one of the state's most rural counties.*

*Now fast-forward one decade. Drug enforcement is no longer one of his responsibilities — it is his primary responsibility. Appointed by President Clinton in March 1994 to head the Drug Enforcement Administration, Constantine became one of a relative handful who have gone from leading a state or local law enforcement agency to running a Federal one.*

*One of the biggest changes he had to face was the politics of the "Beltway." Constantine says he has always believed that law enforcement officials and their agencies should be apolitical — a stance difficult to maintain on the Federal level. But now, he says, "It's much more complex in a city where the legislative body is equally as powerful as the executive body." The perspective is also different. In Washington, he observes, the focus is usually on the international side of things rather than on domestic problems. "If there was one thing I brought to the agency," he says of the DEA, "It was a concern for the victims in communities in the United States."*

*But that's not all he brought to the nation's top drug-fighting agency. He decentralized decision-making authority and streamlined headquarters operations to allow more special agents to be placed in the field. He implemented polygraphs and psychological testing for recruits. Background investigations are handled in-house rather than being contracted out. He created the Office of Professional Responsibility — an internal-affairs unit — and made assignment to that unit part of the standard career path. His background is clearly in evidence in the emphasis he puts on providing communities with drug enforcement assistance. Whenever the DEA gets extra resources, he says, he tries to deploy them in ways that assist local law enforcement.*

*Constantine believes that a heightened sense of cooperation now exists among the grab-bag of Federal agencies that have a hand in drug enforcement. He authorized anti-narcotics authority for 1,000 Customs inspectors, and the DEA and FBI now have joint investigative efforts at the Southwest border and in the Caribbean. This kind of cooperation among once-competitive entities is not without a personal touch. Constantine is one of a triumvirate that includes FBI Director Louis Freeh and Raymond Kelly, the Treasury Undersecretary for Enforcement. The three go way back, having forged working relationships while in New York (Constantine with the State Police, Kelly with the New York City Police Department and Freeh as an FBI agent, Federal prosecutor and District Court Judge) and it is this relationship that has helped to keep turf wars in check.*

*Constantine, who holds a master's degree from the State University of New York at Albany, began his law enforcement career in 1960 as a deputy with the Erie County Sheriff's Department. Two years later he entered the New York State Police as a uniformed trooper and served in just about every rank of the organization on his way to becoming its Superintendent in 1986 — the first in 30 years to rise through the ranks. It's the kind of career-building that can't help but steel an individual for the crucible of Federal law enforcement.*



A LEN interview with

# Thomas A. Constantine, Administrator of the Drug Enforcement Administration

**"Undercover operations are becoming increasingly limited because these organizations are so powerful you can't infiltrate anybody high enough and far enough to be productive."**

**LAW ENFORCEMENT NEWS:** The war on drugs has been called America's longest war. From the DEA's point of view, what's the status of the conflict?

**CONSTANTINE:** I've always been uncomfortable with the metaphor "war on," and I'll tell you why. If a nation commits itself to war, that means the entire nation commits to winning and surviving the war. As a young boy growing up in World War II, what I saw were, one, enormous sacrifices in the fight for freedom, both in the cost of human life, usually young military people killed in the line of duty; and also people in the United States who were willing to forego a number of personal pleasures and comforts so that in many ways this thing could continue in a kind of unified commitment. People in the country who would speak out or enter into any type of relationship with what was then seen as the enemy would be considered treasonous. If you take all of those examples, it certainly would not apply to the strategies that exist with respect to doing something about the narcotics problem in the United States, both in the relationship to sacrifice and the relationship to unification, and in many ways speaking out in one voice. So for that reason I always thought that the war metaphor was inappropriate.

## Addicted to drug money?

**LEN:** Some would say that America has a kind of economic dependency on drug money. Localities are dependent on it; banks sometimes have become dependent on it, police agencies, in their

way, have become dependent on it. In fact, to cite just one example that is fairly close to home for you, the new forensic investigation center recently opened by the New York State Police is called by some "the house that crack built," in a reference its being built with drug-asset forfeiture money...

**CONSTANTINE:** I was in at the beginning of that and was the one who recommended using the seized assets for that purpose. The need for some type of a forensic center for the investigation of crimes, specifically violent crime, was really very important at the state level. There was a substantial amount that was being seized from drug traffickers at that point in time, specifically in New York City from the Drug Enforcement Task Force and from a State Police unit in Troop K that was operating against the Cali mafia. It seemed to me that the best way to use that money was to go after those very criminals who were profiting from it. There really is not a dependency on that money. In fact, if you could eliminate drug use in this country, which would be utopia, the amount of money that you would save in health-care costs, in hospital emergency admissions, in domestic violence, in tragic accidents would be — well, I've seen figures up in the area of \$60 billion a year. I don't know who puts those price tags on them, but I know it would be substantial, so I don't think this country is dependent on it. Rather, I think this country suffers a great deal from drug use and drug trafficking.

**LEN:** The drug picture right now in the United States seems to be changing, at least by degree.



## ***"You have a whole history of merging different agencies and trying to find one unit with a specific role for narcotics enforcement. That's just not the way the American system of government works."***

While crack and cocaine are still a problem, there's a growing use of methamphetamine in the West and Southwest and heroin in the East. Does the DEA change its strategies according to the drug involved?

**CONSTANTINE:** We don't change our strategies much because very often we're finding that the individuals responsible for the trafficking, the organized-crime groups, tend to be the same individuals whether they're from Colombia or Mexico or the Far East. For example, what you're seeing on the East Coast, specifically in New York, is a resurgence of the use of heroin, high-purity heroin at a fairly low cost that's coming from Colombia. So the investigative strategy that DEA uses is trying to find out which group is responsible for the importation and distribution of the drug in the United States. And really, we apply the same organized-crime model that we use involving cocaine and crack. Very often the neighborhood, whether it's the Upper West Side in Manhattan, or Boston, or Baltimore, it is very similar to the crack cocaine traffic that occurred in this country in the beginning of the mid-1980s and really was a scourge for us up to and including the present. We don't have a large number of new users of crack cocaine, but those constant, seriously addicted crack cocaine users are such severe health-care problems now that we have an increase in new hospital admissions associated with crack cocaine — and that's the result of prolonged usage by the same individuals.

### **Pondering pot**

**LEN:** In the 1996 election, two states, California and Arizona, voted to legalize the medical use of marijuana. How do you feel about such legislation, and what impact has it had, if any?

**CONSTANTINE:** I think the biggest impact it has had on society, and I guess my concern about it, is that it gives a rationalization for the use of marijuana — which, as more and more medical studies are coming in, is a significant problem for people, both in the use of the drug itself and their lifestyle under its influence. A leaning to marijuana is now medically determined to be a gateway drug to other drugs. When you have a teen-age population, which increasingly since 1992 has perceived less of a risk in the use of drugs generally, and marijuana specifically, the message that was sent was that this is not a drug, this is a medicine that has great properties for people who are sick. That then takes away some of the concerns. I always thought that the biggest damage was not the pragmatic — who was going to use marijuana now that this law is in place — but who will be induced, or seduced, into using marijuana in the future because society sent a mixed message. So for that reason I thought both of those pieces of legislation were a major mistake for society at large, but more specifically, for young people in both California and in Arizona. There the Legislature has reversed the law, but it's again up for another referendum.

**LEN:** Does DEA give the same law enforcement priority to marijuana as it does to other drugs that many feel are more harmful?

**CONSTANTINE:** Well, it depends on the locale. If you were working in the location in the United States where the importation or cultivation of marijuana is a major, large-scale organized-crime enterprise, it would receive the same degree of enforcement activity as would the other drugs. In fact, we find, for example, that probably about 50 percent to 60 percent of all of our marijuana is imported by the same organized-crime families out of Mexico that are importing all of the Mexican heroin, and moving Colombian cocaine either for themselves or for the Colombians. So for us, they become criminals who are profiting in the distribution of narcotics, rather than concerning ourselves with the individual properties of the drug.

### **Playing with others**

**LEN:** There appears to be a tremendous duplication of effort when it comes to drug enforcement responsibilities, particularly on the Federal level, with the FBI, Customs Service, the drug czar's office, the ATF to some extent, and even the military, to name but a few. Where does the DEA fit in with these other entities?

**CONSTANTINE:** Well, it's tough to explain, or even for myself to know exactly what occurred previous to my coming here and taking this position. I have to say that since I've been here, I have not seen a duplication, and the individuals who are here — many of you are familiar with, such as [Under Secretary of the Treasury] Ray Kelly, myself, [FBI Director] Louis Freeh — we

go back a long time in our working relationships with one another. None of the three of us are interested in any major ego turf battles. We think that's exactly the wrong way to go. So what we've done, for example, when I came here, I personally signed authorization for almost 1,000 Customs inspectors to have anti-narcotics authority under the Federal law — because I thought it was the right thing to do. They do an excellent job. Their job is primarily one of interdiction. We never could replicate that in DEA, where we work at the ports of entry, work with the shipping companies and are able to determine large properties of drugs coming through at some point in time. With the FBI, what we've done is entered into virtually joint investigative efforts at the Southwest border, in Puerto Rico and the Caribbean. So rather than being a divisive enterprise, it's really a force multiplier where we can take the assets that are available to the FBI, the assets that are available to the DEA, and we're able in some ways to go after these major targets.

I've heard all the stories of people who didn't get along, people who wouldn't talk to one another, about how everyone was interested primarily in the next press conference. In my opinion, from sitting here, that no longer exists. Now I have to say it shouldn't rest on my opinion. I've talked with people in the House and in the Senate, and people in the Executive Branch, who used to spend an inordinate amount of time refereeing differences between these major agencies, and they tell me that they find this to be a much improved relationship, and they thank Freeh, Kelly and myself for putting an end to those types of things.

**LEN:** Does that kind of cooperation carry over to the rank-and-file level as well — and not just yours, but in the FBI, ATF and others as well?

**CONSTANTINE:** I think the agents are more likely to be cooperative with one another than anybody else in the bureaucracy, because you find out that they share the same

people had these problems. I have to tell you, I only judge things from my own experience. I had a very open relationship, which is why, by the way, I try now to make sure that we do the same thing with state and local law enforcement.

**LEN:** In a speech that Janet Reno made before the IACP, she said that one of her goals was to make information-sharing more of a two-way street. Obviously the rank and file doesn't always feel that information-sharing goes both ways; they feel that they're giving information up and they're not getting anything for it.

**CONSTANTINE:** Well, I think, you're always going to get that. When I was in the State Police they had this special unit that worked proactively on organized crime, and they worked at an outside location. I was a young investigator in a major-crime unit with open cases, in other words, I had to adapt all of these open homicides or burglaries or robberies. Even though we all worked for the same agency, we were convinced that they had this massive amount of data, and that if they shared that with us, we would solve these crimes. Guess what? They didn't have it, and the reason they were acting in a kind of a cloistered way was to make sure they maintained the integrity of all the sensitive information they had. So I think you always have that feeling that some other group has this massive amount of information, and that if they shared it with you, that you would solve a lot of crimes. I've found, at least working here at DEA or looking up from the State Police, that if the information existed and it was pertinent, that it was always made available to me. And we made a rule here, we make all of this available to the people from the various locales. Of course, in New York, we share everything with the city Police Department or within the drug enforcement task force. Anything worth doing in New York, they know about.

**LEN:** There have been a number of attempts over time to make DEA part of the FBI. Do you think that such an attempt will occur again, or is it over?

## ***"Agents are more likely to be cooperative with one another than anybody else in the bureaucracy, because you find that they share the same interests, the same experiences."***

interests, they share the same experiences. Usually they're people who've gone to the same schools together, and they know one another both socially and professionally. Once in a while I think you'll find people, perhaps at higher levels, who think that there's a need to be defensive and that there's some reason to protect their agency or protect their agency's budget. But I think that — as in all of law enforcement — is less and less of a problem. If I go back to the 1960's, when I first started with the State Police, there was consistent competition — unhealthy, I think — between sheriff's departments and the State Police, between city police departments and the sheriff's departments, between city police departments and the State Police. And what happened, at least in my experience in New York, is that problems became so large, you simply could no longer afford to have people with those unhealthy attitudes. So would you find people from one group or another who still cling to a different philosophy? Yes, and they're referred to by the agents as dinosaurs. So I think it's kind of passed.

### **Information, please**

**LEN:** Well, thinking about the local level, you went from a state agency to a Federal one. While you were in the state agency, you, like many others, bemoaned the fact that sometimes the Feds weren't forthcoming with information....

**CONSTANTINE:** Actually, I never bemoaned that. I never had that relationship with them. I always really had an open relationship. All of my development as a young investigator and as a lieutenant and captain in the area of narcotics was really at the hands of experienced people from the old Federal Bureau of Narcotics, the BNDD [Bureau of Narcotics and Dangerous Drugs] and the DEA. And I sat as a member of the governing board for the New York Task Force for four years when I was field commander for the State Police, so I always had a healthy, open relationship. The FBI in New York state, whether I was in Buffalo or New York or Albany, was always completely open. When I worked organized crime, I was invited into their office. They laid all of the files open for me, including informants in ongoing cases. So you know I heard all of these things where

**CONSTANTINE:** The problem you have is that you have a whole history of merging different agencies and trying to find one unit with a specific role for narcotics enforcement. And that's just not the way the American system of government works. I try to explain this to foreign visitors, that that's why we have 16,000 police departments in this country, and we've got the finest system of justice in the world. It's difficult for people to grasp. Just like if you had a merger of any more agencies in narcotics enforcement at the Federal level, it would be a major mistake, and both Freeh and I have said that, the Attorney-General has said that. And I think there's generally now a very firm belief that any merger would be dysfunctional, rather than more effective or efficient. I can't see anywhere in the near future, or in the long-term future, for that matter, where that would happen.

### **What in the world. . .**

**LEN:** Let's look abroad for a moment. The DEA, of course, works in foreign countries. In your opinion, what country or countries represent the biggest problem for the United States when it comes to drugs, and why?

**CONSTANTINE:** Presently the two countries that present the biggest threat to the United States are Colombia and Mexico, and each represents the threat in a different fashion. In Colombia you have a country that has developed itself, beginning in the 1970s as cocaine became fashionable, into a major production country in the organization of cells and distribution systems within the United States, as well as transportation systems. They became more and more sophisticated over time, and wealthier and wealthier; they were able to corrupt significant levels of their government and thereby impede the ability to do anything with it. Now, that said, I also have to tell you that over the last 2½ to 3 years the Colombia National Police and the prosecutors have been able to address their corruption problem significantly. They've become an extremely effective narcotics enforcement agency and a loyal ally of the United States. They now have a 100,000-person national police force. It has traditions, it has an outstanding officer corps, and increasingly it is becoming an ally

*Continued on Page 10*



# Constantine: 'No community is immune.'

Continued from Page 9

in many of these issues — although those parts of the government that surround the police are still under great question. Now beginning in the early 1990s, the Colombian cartels started to work closely with the groups out of Mexico. As that occurred, the Mexican organized-crime families became almost as proficient — but not quite — as the enterprises from Colombia. The problem in Mexico presently is that the civilian law enforcement structure that they have utilized over a period of time doing narcotics enforcement activity has become so influenced by the traffickers and so corrupted, that it has in essence been dismantled completely by the government. They started with the Mexican Federal Judicial Police; they took responsibility away from them. They established their DEA, called the INCD. That now has now been completely dismantled. They don't have the strong law enforcement institutions in place that would be a worthy adversary of the major traffickers. That, along with a 2,000-mile land border that we share, and all of the other issues that are involved in it, are placing a great deal of strain in trying to do something about the law enforcement groups. What is difficult for Americans to understand is they think organized crime is John Gotti. Organized crime is really the Arrelano Felix brothers, the Rodriguez brothers. They do more damage in the United States. They make more money, they have more influence, but they command and control everything from a foreign country.

## Knowing who your friends are

LEN: The United States annually certifies foreign nations for their cooperation in anti-drug efforts, and over the years there has always been a bit of politics that enters into considerations as to

we just abide by whatever decision they make.

## Controlling the cowboys

LEN: From time to time foreign police officials have told us that DEA agents sometimes act like cowboys in their countries. They complain that there have been occasions where agents have disregarded a country's laws concerning privacy and surveillance, or don't coordinate their activities with that country's local police agencies. Earlier this year there was a report of a DEA operation in Pakistan that was supposedly conducted without the Islamabad government having been notified first....

CONSTANTINE: The overall issue of how we should act in the United States or outside the United States should always be the same. It should always be professionally. It should always be within the limits of the law, and it always should recognize that we answer to a democratic form of government, and we shouldn't be taking unilateral actions of any kind unless it's got the full blessings of the Government of the United States. You know me from the State Police; you know me from here. I tend to be very rigorous in standards of ethics and how you handle those things. We communicate that.

The issue in Pakistan was that you had figures who were trying to smuggle heroin into the United States. It was not a crime that occurred in Pakistan; it was people who were coming to the United States trying to sell heroin. The arrest took place in the United States for crimes committed in the United States. The concern on the part of the Government of Pakistan was, what about officials that were in Pakistan, what role would they play? Now, we've looked for better ways that we can communicate

***"When you have human beings in a system where there's so much money in play, from time to time weak people are going to fall. The secret is to find them out and to make sure it does not become a systemic problem."***

whether the State Department gives a country the OK. Do you think that this kind of a policy is effective, given that it's so often mingled with political considerations?

CONSTANTINE: Well, as you know, we don't make the decision on the certification or the decertification. What we do is we provide information to the policy-makers as to what the law enforcement institutions are in that country and how responsive they are. This whole criteria for whether you're effective or not, by the way, is built on a 1988 United Nations treaty. There's nothing new in the certification process; it's all the things that every country promised the world to do in 1988. So the standard is not unreasonable, and I think, properly used, in the instances I've seen, the certification process was extremely effective. Colombia is the primary example. Up until the point that the certification/decertification issue became critical in our dealings with Colombia, there was virtually no positive initiative made against the group from Cali, Colombia, which was the dominant organized-crime group. Within months after the decertification decision was made, honest policemen, placed there by the government, were able to be very effective. I don't think that would have worked absent some kind of strategy of certification and decertification. It's not that it's necessarily a negative, it's just that we say as the country, "Look, if you're going to have organized criminals in your nation who are going to direct massive criminal activity in the United States, unless you cooperate fully, you will not be one of our closest friends" — which is not an unreasonable feeling. And I think that's pretty much what the taxpayers and citizens wanted when that certification process was put in place.

LEN: But let's take an example like Mexico, where we have a common border and common interests, not least of which is the North American Free Trade Agreement. Don't these peripheral considerations enter into the decision to certify Mexico?

CONSTANTINE: Mexico was certified last year, and obviously a great deal of controversy went into discussing it. I can't tell you a great deal about any of the other issues that come into play, you know, like NAFTA, but I do think facts become persistent over a period of time. And eventually, I have great faith in the democracy of the United States to analyze facts and to come out with a decision. So we give our advice candidly and fairly confidentially to those people who are policy-makers, and then

what's happening in the United States to another government. I think there are ways that we can improve that. But the sting didn't occur in Pakistan. The crimes were all committed in New York City and Chicago.

LEN: Over the years law enforcement agencies around the country have experienced problems with drug-related corruption among their officers. Given the nature of a DEA agent's job, what internal policies do you have in place that are aimed at preventing and investigating drug corruption?

CONSTANTINE: It's a major concern for any police organization, and I think it becomes exacerbated when your whole law enforcement commitment is in a proactive fashion. You're like the world's organized-crime control bureau. I could tell you what I put in place since I've been here. We did not have polygraphs or psychological testing for entry previously. We implemented those. We didn't do our own background investigation; they were done by a contract service. We put that in. There was no Office of Professional Responsibility, a central receiving point for complaints. That's the IAD of our agency. We had to put all of those things in place. We made assignment to the OPR something that our best and our brightest would go through, and we established very rigorous reporting standards. Now, obviously, I think, when you have human beings in a system where there's so much money in play, from time to time weak people are going to fall. The secret is to find them out and to make sure it does not become a systemic problem amongst a major number of individuals, with the supervisors either not taking a role of accountability and responsibility, or maybe getting involved in the criminal wrongdoing. That's about the best you can do as a chief executive in that you have 7,500 employees in 50 countries in 50 states. You can't watch everything every day. You have to rely on the fact that these people are honest, they're committed, they want to do the right thing. Then what you do is you take care of whoever gets involved in a deviant activity in a very strong fashion.

## Don't inhale

LEN: Undercover officers involved in counter-narcotics operations are often put in very dangerous situations. What happens when an undercover officer is put in a position of having to "try" a drug to preserve his or her cover?

CONSTANTINE: Well, if it was a life-threatening situation — in other words, the individual was placed in there, and failure to use the drug would result in his death or serious physical injury — I see no reasons why a person, in order to survive, wouldn't at least be able to try to fake it, or try to make people believe he was involved in it. But undercover operations are becoming increasingly limited because these organizations are so powerful you can't infiltrate anybody high enough and far enough to be productive. If it's just to use drugs so that you can purchase drugs later on, that seems to me to be a fairly easy question. No, you don't do that; you find some other evidence to be able to do it because the ends never justify the means. However, if it involves the life and the safety of an agent, or a patrolman or a deputy sheriff, I think all of society would recognize that that's more important.

LEN: When it comes to the use of informants, what precautions does DEA take to make sure that an informant isn't, in fact, using your agency for his own ends?

CONSTANTINE: Very difficult. They're very skilled, and they're manipulative just by their nature. I think, first of all, when you get in that type of a situation, you have to find out what type or source of information you're going to get. Do you have somebody who is charged with some kind of criminal activity, and now wants to provide information against the other principals? In my opinion, it's always got to be somebody above them in the organization. They have to know ahead of time if they lie, if they manipulate, that they will face not only the original sentence where possible, or even more severe penalties. Then the next part is paid informants — people come in and want to do things for money, and that involves criminal activity. You constantly have to double-check what they're doing to ensure that they're not manufacturing the information or in some way setting up a defendant. What I have found, and I've said this to every police officer and every agent I've ever talked with, is that we have to remember that these informants are very often more skilled than we are at manipulating a situation because that's exactly what they do with their lives. So we have supervisors review the activity of the informant, to determine exactly what the informant has produced. Is it of value? Is it honest? Is it being done for some type of unethical purpose? Even doing all that as rigorously as you can, from time to time you're going to find an informant who — believe it or not! — doesn't tell the truth. It's your job now to disprove those types of things that he or she says — not only for DEA, but so you don't wind up convicting an innocent person, which is probably a major concern that all of us have.

## Making change

LEN: You mentioned some changes that you put in to safeguard your agency from drug corruption. Have there been any other changes that you've implemented since becoming head of DEA?

CONSTANTINE: Well, we've placed a major emphasis on using whatever resources we have available to assist state and local law enforcement, especially where there are these violent drug organizations. You had one in Newark last week with that Zoo Crew thing. We have them in the smallest rural areas of Alabama, or the far reaches of the state of Washington. No community right now is immune to this growth in the drug-trafficking problem. A lot of them don't have the resources of the New York City Police Department, with a large, skilled, anti-narcotics enforcement unit. So very often we have to help out. So wherever we get extra money, wherever we get extra resources, we try to the extent we can to deploy those to people who need them in some of these local areas.

LEN: What about changes in you as an individual? What's the biggest one you had to make in the transition from the state level to the Feds?

CONSTANTINE: Well, understanding the complexities of Washington, which is very difficult. I've always adopted a philosophy as a law enforcement official of not being involved in any political process and keeping myself and the agency apolitical. It's much more complex in a city where the legislative body is equally as powerful as the executive body. That's not always the experience in state and local law enforcement. It's the nature of all of the agencies you interact with here in Washington, which for the most part tend to focus on the international, and very often, I think, not enough on the domestic problems and citizens of the United States. And probably, if there was one thing that I brought to the agency it was the concern for victims in communities in the United States, which gave me a unique outlook on this problem, one that was virtually non-existent in many of the institutions I had to deal with.



# Criminal Justice Library

*A first glance can be deceiving:*

## Policing, mass transit & the homeless

### Preventing Mass Transit Crime.

Crime Prevention Studies, Vol. 6.

Ronald V. Clarke, editor.

Monsey, N.Y.: Criminal Justice Press, 1996.

257 pp. \$47.50 (hb).

### The Police and The Homeless:

#### Creating a Partnership Between

#### Law Enforcement and Social Service Agencies

#### in the Development of Effective Policies

#### and Programs.

Martin L. Forst, editor.

Springfield, Ill.: Charles C. Thomas, 1997.

233 pp. \$57.95, (hb); \$42.95, (pb).

By Dorothy M. Schulz

At first glance these two collections appear to target similar audiences, namely police or security managers of public and quasi-public spaces where issues of crime prevention through environmental design or through patrol tactics often seem to brush against the twin concerns about the homeless as individuals and, more specifically, about their use of public space in ways that others often find threatening or offensive.

Yet here the comparisons end. Clarke's "Preventing Mass Transit Crime" has value well beyond the implication of its title. Although tightly focused on mass transit, each of the articles has value outside that venue.

On the other hand, Forst's "The Police and The Homeless" lacks focus. Too many of the articles describing individual homeless outreach programs are written by someone involved with that program. This results in too little information about the mechanics of designing, setting up, funding, administering and objectively measuring the impact of different approaches to getting homeless people off the streets and into permanent living arrangements.

"Preventing Mass Transit Crime" is the sixth book in Ronald C. Clarke's well-known and well-received crime-prevention studies series. Addressing the needs of law enforcement and security managers, the series began in 1993 and has grown quickly into a full-blown crime prevention library for practitioners and academics alike. Clarke serves as the overall series editor and has edited four of the individual titles in the series. Each volume reflects his concerns with situational crime prevention, crime patterning and the rational choices criminals make in deciding where to commit crimes and whom to victimize.

Once we realize that crime does not occur irrationally and without some predictability (or foreseeability, as the attorneys call it when they sue those who ignore such patterns), we are faced with deciding how to harden targets to deflect criminals from their plans. Not that long ago, police professionals (especially transit police professionals, for whom this book is especially valuable) relied on brute memory to assign the ever-insufficient number of officers to

the places where they recalled complaints had occurred. Today, in addition to memory and common sense, such high-tech tools as computer-aided dispatch and geo-mapping have been harnessed in the fight against crime, particularly in targeting repeat offenders and "hot spots" of repeat criminal activity. But even the computer-poor or computer-illiterate can benefit from the projects described in this book.

Each of the eight case studies centers on a transit property, although the problems presented and the solutions tested have broader appeal, with potential benefits for any manager who has within his or her jurisdiction a transit facility, a cruise port, a sports stadium, park-and-ride lots, shopping malls or similar facilities where large numbers of potential victims cross paths with potential criminals. Why are patrons victimized at one train station, one mall entrance or one bus shelter and not another? Sometimes a careful inventory of the site will answer that question, as well as provide a solution to the problem.

Aware of the obstacles facing "pure" research in policing, where it is impossible to screen out variables having nothing to do with the investigation, Clarke and his contributors describe either field studies undertaken by them with the approval of transit managers or initiatives taken by the agencies to build crime prevention through environmental design into new stations or transit lines. Except for those based on new construction, most of the examples described can be implemented without the use of costly equipment or consultants.

Chapters 1 and 2 ("Redesigning Hell" and "Eliminating Pay Phone Toll Fraud..."), are the strongest. Each details the efforts of police, civilian managers and crime prevention groups to make the Port Authority of New York and New Jersey's New York City Bus Terminal at 42nd Street a safer and more pleasant place for patrons and employees. The terminal, the biggest and busiest bus station in the world, by the early 1990s suffered from serious disorder. Travelers were regularly exposed to phone hustlers, adult and juvenile male and female prostitutes, drug dealers and a large transient population, many of whom regularly intermingled with and preyed upon the large home-

less population that had, over the years, moved into the terminal on a virtual permanent basis.

The first article, written by Marcus Felson and a number of Rutgers University students, outlines the problem and explains the steps to remedy it, including social services, physical modifications focusing on CPTED, improving bus gates, redesigning and consolidating restrooms, and upgrading the retail mix within the complex. Descriptions of these changes are followed with a discussion of trends in complaints

transit stations raise questions about problem-oriented policing in high-crime areas (Chapter 8). If new construction is planned, crime prevention specialists might review chapters 5 and 6, where Nancy G. La Vigne and Marina L. Myhre discuss, respectively, designing security into construction at the Washington, D.C., Metro and the Metro in Paris.

Regrettably, the article with the broadest potential use is the weakest in the collection. Chapter 4 ("Preventing Auto Theft...Effects of a Bike Patrol")

sional, it is difficult to determine for whom this collection has been assembled.

Seven of the chapters describing individual programs are written by people involved with the programs. This not only compromises objectivity, it also creates repetition, as each author provides general statistics pertaining to homelessness as a way to fit his, her or their program into the larger mosaic. This is particularly stark in chapters 9 and 14; both describe programs in Portland, Ore., yet neither chapter refers to



To some, just another corner of the New York City subway labyrinth. To others, it's home. And for the police, it's part of a devilishly tricky enforcement problem.

(Photo: Jacob R. Clark)

reported to the Port Authority police and results of customer surveys measuring feelings of security both in the terminal and in the street and adjoining subway entrances.

In the second article, Gisela Bichler and Clarke describe the international toll-call frauds that had developed at the pay phones, victimizing phone users and creating a sense of disorder. To curtail these activities, officials took such steps as reducing the number of pay phones, removing the phones' international dialing capacity and disabling keypads to prevent users from routing calls through the exchanges of private businesses. Success is illustrated not only the statistics presented, but by similar steps having been taken by other transit agencies, most notably New Jersey Transit.

A number of articles discuss target hardening at subway stations, although not all solutions are viable for all properties. For example, Robert Weidner (Chapter 3) discusses whether the marginal success achieved by installing unattractive, prison-like "high-wheel" turnstiles at a New York City station plagued by fare evasions justified the decrease in station aesthetics. Of greater value to non-transit readers are chapters that consider the relationship between the rates of subway robberies and passenger density in New York City (Chapter 7), and why patterns of street robbery around four different Chicago

is a continuation of Paul J. Brantingham and Patricia L. Brantingham's considerable research into crime prevention issues facing BC Transit in Vancouver, British Columbia. Security in parking lots is a major issue for police and security officials, and bike patrol has become a popular way of providing visible and mobile officers to prevent thefts of and from vehicles. Still, the issues of crime reduction and crime displacement to adjoining facilities require more than a month of study before results can be analyzed in a serious way. The authors themselves note (p. 152) that it would be interesting to analyze the results of a longer period to get a clearer picture of the effects "formal guardianship" have on a specific location and surrounding places.

Practitioners, as well as faculty offering specialized courses on transit policing or more general courses on crime prevention, will likely find this a useful collection. Its function as a secondary text, though, is somewhat limited by its cost and the absence of a more reasonably priced paperback edition.

While the majority of the articles in "Preventing Mass Transit Crime" appeal to a broader audience than its title would indicate; this is not so with "The Police and The Homeless." Despite the importance of this topic to police, social service and mental health profes-

the other

This absence of comparisons might have been overcome with a strong introductory or concluding chapter summarizing programs that by their nature often report to overlapping layers of government and outside agencies. Since each of the programs came about differently, has different goals beyond getting the homeless off the street, and is managed or funded through different public, private or combined efforts, the absence of a comparative discussion is even more jarring than the absence of any questioning of whether the programs are achieving their goals.

What becomes obvious about each of the programs are their small staffs and limited hours of operation. Indirectly, the articles reinforce how few of the homeless are reached by these programs and how little they impact police options when dealing with the homeless. Despite their best efforts, none of these programs replaces police as the primary responder to problems involving the homeless.

The first three chapters are so negative toward police involvement with homelessness that police readers may never venture on to other chapters that might influence their thinking. Beginning with the first chapter, Forst criticizes not only the lawmakers who have "criminalized" homelessness and the enactment of "so-called 'quality of life'

Continued on Page 14



## Ready for empowerment?

To the editor:

Dennis Nowicki raises wonderful issues in his "mixed messages" article in the Sept. 30, 1997, issue. It could have been pages longer. We are at a transition point in law enforcement. We are still sending recruits to the academy, where they undergo basic training. Recruits are often standing at attention, obeying orders and falling in. We discuss uniform types, hat styles and correct procedure. We are training in the military model and hope these young (usually) people can "do what they are told."

Yet upon graduation, we want them to think independently, solve problems and relate on a personal level to the community. I don't know about you, but if you think for one minute that the average young person (30 and under) can closely relate to an officer in uniform who stands at attention during an interview when most have no military training or background, you are wrong. The days of respecting the uniform are gone.

I scoffed at a Colorado P.D. many years ago that had gone to designer jeans and hiking boots as "uniform." But the more I think about mixed messages, perhaps our whole approach to this job, from thinking to dress, needs major overhaul.

Want a real empowerment test? Give your officers their choice of uniform (after, of course, as Dennis Nowicki so appropriately states, you have established your agency values). If you don't have tolerance for their choice, you may not be ready for empowerment.

CAPT. BEAU THURNAUER  
Manchester, Conn., Police Department

## Pot's not penalty-free

To the editor:

In the Sept. 15 issue of Law Enforcement News, on page 7, there is a statement to the effect that the State of North Carolina has decriminalization of marijuana laws in effect. Respectfully, I must say that this is very misleading and, depending on your definition of "decriminalization," not true. I have researched this with our department attorneys, and must disagree. There is no amount of controlled substance for which there is no penalty. In fact, North Carolina has recently lowered the amount required for a trafficking charge.

Thank you for your fine publication, however. It is one that I do take time to read from the plethora of newsletters that cross my desk. If we can be of any assistance, please call and give us that pleasure.

ELIZABETH J. WORKMAN  
Senior Law Enforcement Planner  
North Carolina Department of  
Crime Control and Public Safety  
Raleigh, N.C.

(Editor's Note: The source of the statement in question was the NORML Foundation, which asserted: "Presently, marijuana decriminalization laws remain in effect in California, Colorado, Maine, Minnesota, Mississippi, Nebraska, New York, North Carolina and Ohio. Individuals found possessing small amounts of marijuana in these states receive a traffic-like citation and must pay a small fine." Law Enforcement News regrets any confusion stemming from the Sept. 15 article.)

### Note to Readers:

The opinions expressed on the Forum page are those of the contributing writer or cartoonist, or of the original source newspaper, and do not represent an official position of Law Enforcement News.

Readers are invited to voice their opinions on topical issues, in the form of letters or full-length commentaries. Please send all materials to the editor.

## Heidingsfield:

# Dispelling old myths, a chief defines community policing

By Michael J. Heidingsfield

During the preparation of our department's "how-to" handbook on community policing, I was asked to draft an introduction, which would communicate my personal philosophy regarding this approach to policing and its role here at the Scottsdale Police Department.

This is not as easy a task as it may sound, because the community-policing concept itself is fluid and does not lend itself easily to definition. My experience, however, suggests that community-based policing is a relatively easy philosophy to understand and appreciate once we dispel the myths associated with it.

**Myth No. 1 — Community-based policing is a soft, liberal replacement for firm and effective law enforcement.**

In fact, community-based policing simply suggests that when criminal activity is encountered, we have an obligation to think about all of the possible solutions and responses beyond arrest that may exist and consider those as well. But, if firm law enforcement is the appropriate response to the situation at hand, so be it.

**Myth No. 2 — Community-based policing demands that everyone become a public relations expert and community relations officer, where shaking hands and kissing babies is more highly valued than professional policing.**

In fact, it was the failure of the department's efforts in the past to reestablish community relationships through shallow, short-lived and less-than-genuine outreach programs that led to this phenomenon we know as community-based policing. We are much less interested in public relations, in the traditional sense, and much more interested in finding the legitimate common ground that exists between us and the community we serve, and then acting to build on that. Remember that from honest, well-grounded relationships with the community comes support in times of trouble, advocacy in times of need, credibility in the face of accusation and confidence when we face crisis.

**Myth No. 3 — Community-based policing does not involve "real police work," and officers will not be supported when they choose the option of arrest.**

In fact, we are making more arrests today than ever, and should never retreat from using the prerogative of arrest when it is appropriate, period. However, we should also understand and appreciate that not only does the community expect compassion, respect, understanding, objectivity and professionalism from us, we should be prepared to deliver those things because it is the right thing to do.

The definition of "real police work" is impossible to determine because of the complexity of

"We should dispense with the consultants who tour the country earning huge fees for telling us what we should already know about community-based policing. And we should toss out the notion that if a department has a particular program or programs then that agency must be involved in community-based policing."

our role. We have the most complicated profession in the world, one in which we are called upon to solve problems where all others have failed; one where we will be scrutinized, criticized and sometimes ostracized to a point that will occasionally defy imagination. But at the same time, if we seek only to cruise for criminals every minute of every day, then we are missing what history, the community and our own experience tells us is the larger role society has given us: the resolution of conflict and the maintenance of order, neither of which is necessarily tied to criminal activity. And likewise, we will miss the reward of serving and helping others when and where we can.

From my perspective, then, we should dispense with the consultants who tour the country earning

huge fees for telling us what we should already know about community-based policing. And we should toss out the notion that if a department has a particular program or programs then that agency must be involved in community-based policing. Finally, we should never forget that this is really only about one thing: our obligation to make people safe and their community secure within the constitutional limits imposed by our Founding Fathers, and accomplishing that through every strategy and tactic available to us lawfully.

So after all this, you may ask, where is the Chief's definition of community-based policing? Well, here goes.

¶ Community-based policing is a philosophy shared by police officers who appreciate that they alone cannot ensure the safety of a community and must turn to the wisdom, resources and support of the citizenry as a partner in that effort.

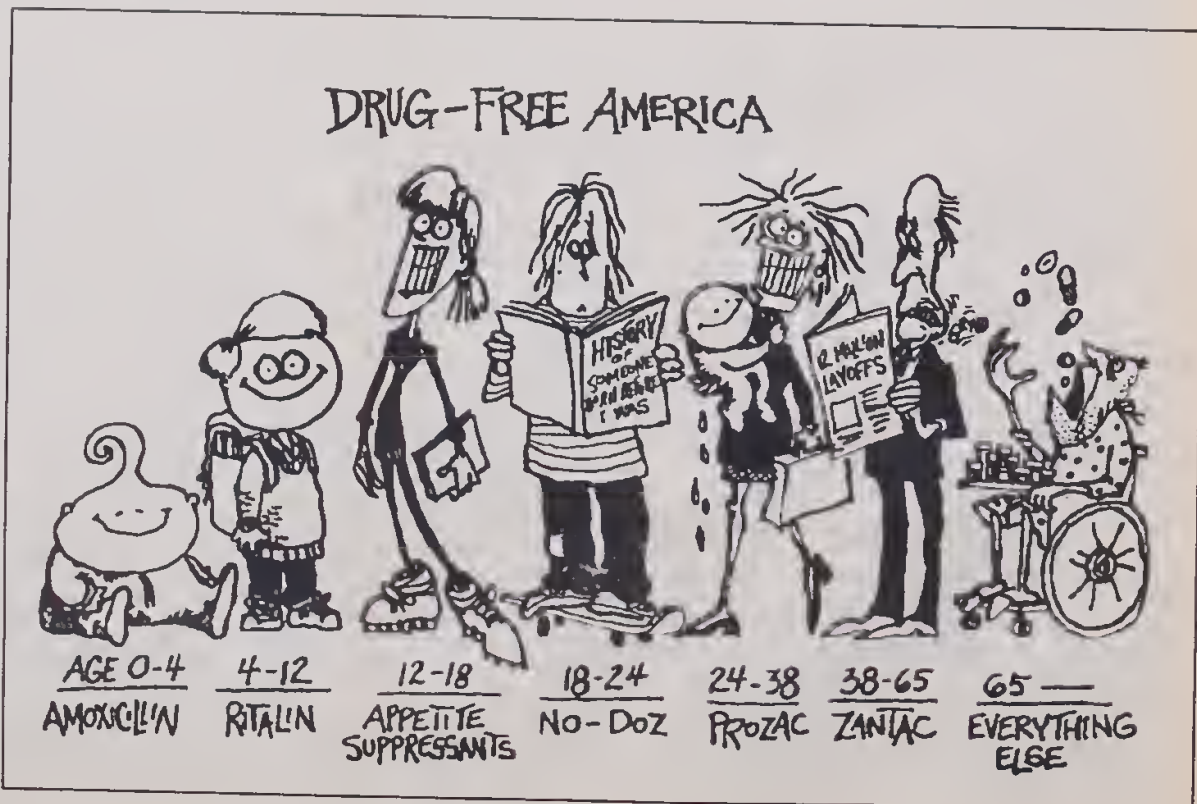
¶ Community-based policing is an attitude that each officer brings to work every day in which there is a willingness to look beyond the situation at hand for all possible solutions and to treat each and every human being as we would wish to be treated.

¶ Community-based policing is a mindset that says when you go off duty, your concern for your beat and its residents and its issues aren't simply dismissed, but instead are remembered, pondered and brainstormed.

¶ Community-based policing is not programs but is, instead, a commitment by the community to support and understand its police department and a recognition by the department that the priorities and concerns of the citizenry are important, and that in our citizens we find, for the most part, allies and not enemies.

¶ Finally, community-based policing says that just as preventive medicine and fitness is a much better approach to life than treatment in the emergency room for a traumatic illness or injury, so, too, does contemporary policing recognize that prevention, interdiction, investment, treatment and enforcement are equally valuable.

(Michael J. Heidingsfield is the Chief of Police and Director of Public Safety in Scottsdale, Ariz.)





Coons:

## Police officers & the legislative process

Street-level perspectives could offer invaluable & practical "war-gaming" advice to lawmakers

By Jeffrey D. Coons Sr.

Some months ago, I watched a news item about a proposal to drop the legal intoxication level in Rhode Island from .10 percent to .08 percent blood alcohol. The proponents claimed that such a move would demonstrate that Rhode Island was tough on drunken drivers. Several police chiefs were shown together with the attorney general as they all declared that the war on drunk driving had won a major battle. A physician and medical school professor wrote in a newspaper op-ed article, "Lowering the legal intoxication limit would reduce...death and destruction and reduce the national health care costs of alcoholism, estimated to be over \$10 billion annually." I was not so impressed and found it hard to accept that these chiefs actually believed that the new limit would make a difference.

I thought that with all their experience they knew that most drunken drivers — up to 95 percent — refuse to take a Breathalyzer test to determine their blood alcohol. The real problem is that many drivers think they are legally entitled to refuse to submit to a chemical test. Under the implied-consent law, however, upon receiving a driver's license, operators give their consent to take a test whenever asked by a police officer. To refuse is a violation of the law. Once, a drunk driver told me, "I refuse to take it because it's my right to refuse." So, I wondered, what does it matter that the blood alcohol level is lowered if the suspected drunken driver refuses to take the test? How could the chiefs report that this change will make a difference in lowering the number of drunks on Rhode Island's roads?

So it goes with other laws. It sometimes seems that we make law in a knee-jerk manner without any reflective thought. Our state has a mandatory seat-belt law, but there is no statutory penalty for failure to wear it. Another law requires animals to be restrained whenever they are placed in open-air vehicles, such as the rear of a pickup truck. The penalty, when this law was written, was \$50 to \$200 for failure to restrain the animal. Meanwhile, the state's child-restraint law only fined violators \$30 to \$100 for failure to restrain a child! The faux pas has since been corrected. Both laws now mandate a \$70 fine.

These and other examples illustrate what I believe to be a need for a review by law enforcement personnel of all legislative proposals regarding criminal and motor-vehicle statutes. Now before you roll your eyes and sigh while muttering about another legislative commission with bloated salaries and no-show jobs, hear this out. I envision a simple panel that would meet informally on a pro bono basis to provide insight into pending bills. Much more than that would be unnecessary.

Such a panel could provide the bill's sponsors with invaluable war-gaming advice on what impact their law would have. Questions pertaining to enforceability, necessity and effectiveness would be addressed by the panel, which would offer recommendations on how to correct any deficiencies. All these tasks could be accomplished easily and at minimal cost to the taxpayer.

Opponents may scoff at this idea by saying it is the job of police chiefs, the attorney general or superintendent of the state police to critique legislative proposals. They are the ones with the expertise to decide how effective a new law will be. At first glance this reasoning seems sound, yet are they really in a position to render honest opinions with no consequences? These individuals, because of their positions, would not be considered disinterested parties.

Imagine the chief of Gotham Police Department criticizing legislation that the Mayor of

We are neither methodical nor consistent when it comes to making criminal law. We would not even think about declaring a drug safe for human use without numerous studies and hours of formal testimony about its effects. Criminal law, it seems, has no such procedure. Politicians propose tough mandatory sentencing laws, pass more death-penalty legislation, and even relax concealed-firearms statutes on a whim because they believe such moves will solve certain problems. This shoot-in-the-dark mentality must cease if the law enforcement profession ever hopes to gain any

day we are required to arrest the primary aggressor in all cases, regardless of what we think would be the best solution. We lost our discretionary power in large part because of the advice we followed in the past. Many editorialists and social commentators are quick to blame this past practice on "police indifference." Some even go so far as to suggest that our "macho subculture" tolerated and excused such behavior.

As police, we need to voice how our power and authority should be exercised in carrying out our duties. It should always be used for the sake

We are neither methodical nor consistent when it comes to making criminal law. We would not even think about declaring a drug safe for human use without numerous studies about its effects. Criminal law, it seems, has no such procedure. This shoot-in-the-dark mentality must cease.

Gotham believes sends a "get-tough" message. We all know how politicians like to talk tough when it comes to crime. Now suppose he proposed a curfew law, the likes of which are often cited as a cure for juvenile problems. Chief O'Hara, however, sees its enforcement (based on empirical data) as impractical. He knows that rounding up juveniles to be released into the custody of their parents is not an effective use of public safety dollars. Moreover, the last thing he probably needs is another status offense to enforce. How can he speak freely about his objections without the Mayor calling him on the carpet?

A panel of practicing law enforcement officers would be better able to limit the politics and would carry no hidden agenda. Just as law schools render unencumbered opinions about certain laws and court rulings, so, too, would the panel render its opinion about proposed legislation affecting public safety. The results would be bills that are based on sound principles and not someone's hidden attempt to gain popularity.

This panel might also be able to perform some sort of limited research. Focusing on crime-fighting methods used in other jurisdictions, they could obtain statistics and analyze the results. This, in turn, would assist a bill's sponsor by providing the necessary facts to argue persuasively about effective solutions.

Police have historically distanced themselves from lawmaking functions in an attempt to maintain the separation that must exist between branches of government in a democratic society. However, this consultative and advisory process would not be legally binding upon legislators, and thus the balance of power would not be disturbed. Many times a governor or legislative committee will ask a state's supreme court for a non-binding opinion on a bill's constitutionality. Such a procedure has precedent, and a review panel made up of experienced police officers would not be so different.

ground in the war on crime. Our profession must use the research methods used by the social sciences to discover what works.

We need to engage an army of social scientists who will equip us with facts about criminal behavior. Then, after intelligent and emotion-free discussion, solutions should be proposed, war-gamed and refined in a somewhat scientific approach to crime-fighting. Police must play a central role throughout the process to tell the decision-makers what works and does not work in the real world where crime takes its toll.

Police can provide historical perspectives, too, on crime-fighting methods. Police mounted on horses and bicycles are nothing new. Adding more police to combat crime is nothing new either, but it appears that these opportunities are sometimes seized to obtain more desperately needed money for police budgets. We should tell our politicians what we need to fight the battle, not the other way around.

Twenty years ago, when an officer responded to a domestic disturbance, he was advised to arrest only as a last resort because it was "believed" by social scientists that it was best to help keep the parties together. An arrest, it was deemed, would just compound a couple's problems. To-

of doing what is right, as opposed to standing by in mute fashion and blindly enforcing the law. We should play a major role in making the public aware of the problems involved in policing modern society. It should be the sole responsibility of our profession to carefully explain how difficult it is to prepare a drunk-driving case, or the circumstances under which we should be allowed to continue high-speed pursuits, or how the force continuum is a legal and logical scale of the use of force. It is not the area of expertise of law school professors, physicians or talk show hosts.

A panel of experienced police scholars is the answer to bridging the gap between law-making and law-enforcing. By providing advice prior to a bill's passage and feedback on its enforcement thereafter, we will enhance our ability to police America and gain respect from the citizens we are sworn to protect.

(Jeffrey D. Coons Sr. is a police patrol officer in South Kingstown, R.I., and a founding member of the American Police Association, a group dedicated to advancing policing through college-educated officers. Coons is pursuing a master's degree in the administration of justice at Salve Regina University in Newport, R.I.)

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# Policing, mass transit & the homeless

Continued from Page 11

ordinances," but the police who must enforce these laws. Rather than excoriate the police for enforcing policies they don't make, Forst, a criminologist who served as evaluator for the San Francisco Transbay Terminal Homeless Outreach Project, might have described Transbay as an example of police responding to both the actual and the political ramifications of homelessness and the quality-of-life issues raised by homeless people congregating in public spaces.

Some of the articles manage to transcend local description and advocacy politics to recognize the predicament facing police. While many attorneys and social service professionals question whether police should be the ones making discretionary judgments about arrest, detention or social services, the reality, reinforced by this book, is that at 1 or 2 A.M., there is no one to advise them. Mary Orton and Terry McDonald (Chapter 12), tackle this problem, noting the dilemmas that programs such as theirs in Phoenix present for police officers with insufficient resources to do much more than keep the homeless moving and hidden from those complaining about their presence. Similarly, Anthony Gardner and Peter Lindstrom, San Francisco attorneys at HomeBase, a public policy law firm devoted to ending homelessness, describe that city's controversial Matrix program not in terms of police failures, but in terms of

the police inability to determine the number of shelter beds or detox slots. They conclude that Matrix was bad policy, which police didn't make and would have preferred not to have enforced. This is the type of discussion that could lead to more effective partnerships.

J. Howard Finck and Della M. Hughes (Chapter 10) provide a thoughtful explanation of status-offending and its connection to juvenile homelessness. This problem received vast media attention in the 1980s but seems to have faded from public consciousness despite the large number of runaways and throwaways that flock to large cities, often congregating in transportation facilities and lighted downtown areas.

Despite the harsh criticism directed toward police handling of the homeless, social service personnel need to remember that enforcement of quality-of-life ordinances is determined by politicians, not police officers, who are often as unhappy about these regulations as are homeless advocates, a point made by Martha R. Plotkin and Tony Narr (Chapter 5). These authors, affiliated with the Police Executive Research Forum, describe a number of programs, explaining the dilemma facing police when they are caught between those who want the homeless to disappear and those who believe that conducting one's most personal activities in once-public spaces has become a right. An interesting view of this "right" precedes Plotkin

and Narr. Attorney Kathleen Marie Quinn (Chapter 4) discusses how recognition of rights granted to the homeless with regard to privacy in previously public spaces may constitute an acceptance of homelessness as a cultural

**Despite the harsh criticism directed toward police handling of the homeless, social service personnel need to remember that enforcement of quality-of-life ordinances is determined by politicians, not police officers.**

norm, possibly indicating that it is a condition the public is prepared to accept as permanent and no longer out of the ordinary.

Rita Schwartz (Chapter 11), writing about New York's 42nd Street Bus Terminal, observes that because transportation centers provide the homeless with

such creature comforts as warmth, shelter, food, places to sleep, and even police protection, it is often difficult for police or outreach workers to entice them into leaving to participate in social service programs. Schwartz knows whereof speaks, having monitored the Port Authority's efforts to convince homeless residents at the terminal that the services provided by an outside agency created a more appropriate environment for treatment. Some of those Schwartz writes about are the same individuals who created the crime-prone environment outlined in chapters 1 and 2 of "Preventing Mass Transit Crime."

This overlap — and other concerns of the police and citizens regarding the homeless who congregate in public spaces — should have been addressed in "The Police and the Homeless" but is glossed over. The articles reinforce the importance of a substantive discussion of the few options available to a police officer coming in contact with the homeless, but they provide too little information about programs that involve the police and social service agencies in real partnerships. Amid discussion of citizen's fear of crime despite declining crime rates, and in the debate over quality of life enforcement and its

relationship — or opposition — to community policing, there is a need to explore police involvement in the delivery of social services. Sadly, this collection misses the opportunity to build bridges, and may, by the tone of some of the articles, deter police from undertaking joint projects with social-service providers.

If the publisher is interested in reaching a police audience, a smaller, less expensive paperback edition of this book that eliminates the most negative and inward-looking articles could be important not only to police practitioners, but to criminal justice thinkers trying to move beyond police as crimefighters to police as full partners in problem-solving.

(Dorothy M. Schulz, Ph.D., is an associate professor of police science and criminal justice at John Jay College of Criminal Justice (CUNY). A former captain with the Metro North Railroad Police Department, she served as principal investigator of "Guidelines for the Effective Use of Uniformed Transit Police and Security Personnel," a two-year study supported by the United States Transit Cooperative Research Program.)

## Prosecution takes a cue from community policing

Continued from Page 1

prosecuting police arrests."

The concept is much like community policing in its attempt to launch a coordinated, neighborhood-based offensive against persistent crime problems, Travis said. Like the policing philosophy, community prosecution "involves a major entity of the criminal justice system asking very fundamental questions about its relationship to the community it serves and the value of its core mission," he noted.

The NIJ study of community prosecution programs, which is being conducted by George Kelling, co-developer of the "Broken Windows" crime-fighting theory that has been successfully adopted by scores of police departments, and Catherine Coles. The researchers are looking at the pioneering programs in place in Boston, Indianapolis, and Portland, Ore., and well as a program in Travis County, Texas.

The American Prosecutors' Research Center, the research arm of the National District Attorneys' Association, also has been closely observing the trend, although its director of management and program development said it was difficult to gauge how widely the community prosecution concept is being applied.

"Like community policing, it's a matter of definition," said Heike Gramckow. "If you apply a very tight definition, examining offices that have changed their operations, you could come up with 10 or 12. There are many others who are in the process of rethinking their approaches, trying to include the community a lot more in their efforts and working more closely with other organizations."

Many of the programs currently in existence assign cases to prosecutors geographically, as is being done in Maryland, while others, such as the Suffolk County, Mass., District's

Attorney's Office, will focus resources on a particular problem like juvenile crime or nuisance-abatement, Gramckow told LEN.

As with any new program, it is difficult to evaluate how successful any of the approaches have been, Gramckow noted. "Most of these efforts are relatively new and not focused enough to really see what kind of difference they make.... It makes a difference in terms of better communication with police, courts and other players, not just in the criminal justice system, but also with other agencies that provide services."

Any new approach is likely to be the target of criticism, and community prosecution is no different, Gramckow said. In order for programs to be successful, all of the players — police, prosecutors, judges and the community itself — must buy into it.

"There are prosecutors who will tell you they're not social workers, they're there to lock up people," said Gramckow. "It's amazing. It's the same arguments you get from cops about community policing. Usually, this approach is easier to sell to elected officials because they see there's not only political benefits but because there's more of a role for prosecutors than just locking up people."

In an ongoing pilot program in Howard County, Md., assistant state's attorneys have been focusing their efforts on two planned communities, working with residents to curb nuisance crimes like graffiti and vandalism, including getting neighborhood-impact statements. The other part of the effort involves meeting regularly with residents in what State's Attorney Marna McLendon called "an enhancement of community policing...trying to learn the issues and develop joint strategies — and sometimes those are outside traditional law enforcement. It just piggy-

backs on the whole idea of problem-solving and community policing."

The 18-month-old effort also includes a school-based program in which prosecutors meet every two weeks with parents, teachers, guidance counselors, school resource officers, principals and representatives from other county agencies, where "we talk about kids and what's happening on a very current level," McLendon told LEN.

Police input into community prosecution programs is essential, she continued, noting that a county police lieutenant was on the steering committee that devised the pilot program. "It's an absolute team approach, and it won't work without that," said McLendon, herself a former county police officer who was elected to office in 1994.

Robert L. Deane, the State's Attorney in Montgomery County, is reviving a community prosecutor program begun several years ago by his predecessor, Andrew Sonner. The effort was discontinued because it resulted in an uneven caseload that severely stretched the office's resources, according to spokeswoman Sue Dudley, who said the new program was to become effective Sept. 15.

Dudley said the new effort will divide cases more evenly among prosecutors, who will be assigned to geographic areas corresponding to county police districts. Because of the agency's previous attempt, "we now have a better blueprint of the nature of crime, where the caseload will be, and that's how we'll divide our resources," she said.

As in Howard County, she added, police have been an important partner in getting the program off the ground. "It was done with an eye toward getting to know the community and the officers more intimately, so we've had a good working relationship and vice versa. It also made us aware of the hot spots in our police districts."

### Law Enforcement News

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# Upcoming Events

## NOVEMBER

**3-4. Criminal Justice Grant Writing.** Presented by Justice Planning & Management Associates. St. Louis, \$275.

**3-5. Handgun CQB.** Presented by Storm Mountain Training Center. Elk Garden, W. Va. \$385.

**3-5. Street Survival '97.** Presented by Calibre Press. Springfield, Mass. \$189.

**3-5. Computer Crime Investigation.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.

**3-7. Crime Analysis Applications Training.** Presented by the Alpha Group Center for Crime & Intelligence Analysis Training. Palatine, Ill. \$450.

**3-7. Law Enforcement Ethics: Train the Trainer.** Presented by the Southwestern Law Enforcement Institute. Bloomington, Ill. \$395/\$495.

**3-7. Sexual Crimes Investigation.** Presented by the Metro-Oade Police Department. Miami, \$495.

**3-7. Crime Scene Technology 1.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$600.

**3-7. Field Training & Evaluation Process.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550.

**3-7. Research Techniques.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$500.

**4-5. Justice Agencies & the Internet.** Presented by SEARCH. San Francisco.

**6-7. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Seattle. \$125.

**6-7. Interview & Interrogation Techniques.** Presented by Wicklander-Zulawski & Associates. St. Louis. \$349.

**6-7. Tracing Illegal Proceeds.** Presented by

the Investigation Training Institute. Dallas. \$395.

**6-7. Identifying Lies in Disguise.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$275.

**8. Successful Promotion: Develop your Winning Profile & Interview Skills.** Presented by Oavis & Associates. Anaheim, Calif. \$125.

**8-9. Less Lethal Projectiles Instructor Certification.** Presented by the National Tactical Officers Association. Seattle. \$176.

**10-11. OCAT Instructor/Use of Force-Surviving a Legal Encounter.** Presented by the National Criminal Justice Training Council. Minneapolis. \$295.

**10-11. Managing For Results: The Key to Improving Law Enforcement Teams for Safer Communities.** Presented by the University of Vermont. Chicago. \$395.

**10-12. Problem-Oriented Policing.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.

**10-14. Crime Scene Technology.** Presented by the Sirchie Group. Youngsville, N.C. \$395

**10-14. Submachine Gun CQB.** Presented by Storm Mountain Training Center. Elk Garden, W. Va. \$495.

**10-14. Crime Scene Technology 2.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

**10-21. Underwater Police Science & Technology.** Presented by the Metro-Oade Police Department. Miami. \$645.

**11. Effective Performance Appraisals.** Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass. \$95.

**11-13. Street Survival '97.** Presented by Calibre Press. Harrisburg, Pa. \$189.

**12-13. Decision-Making & Problem-Solv-**

**ing: Leadership for the 21st Century.** Presented by Mesa Community College. Mesa, Ariz. \$165.

**12-13. Critical Incident Management.** Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass. \$195.

**13-15. 4th National Conference on Children & Violence.** Presented by the University of Houston-Clear Lake. Houston. \$155

**15-18. 8th Annual International Problem-Oriented Policing Conference.** Presented by the Police Executive Research Forum. San Diego. \$350

**17. Managing Marginal Employees.** Presented by the New England Institute of Law Enforcement Management. Amherst, Mass. \$75.

**17-21. Criminal Investigative Analysis (Criminal Profiling) Training.** Presented by the Alpha Group Center for Crime & Intelligence Analysis Training. Waltham, Mass. \$450.

**17-21. Carbine CQB.** Presented by Storm Mountain Training Center. Elk Garden, W. Va. \$495.

**17-21. Crime Scene Technology 3.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650

**18-20. High-Risk Incident Management.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$450.

**18-21. Internal Affairs: Creating & Maintaining an Ethical Organization.** Presented by the New England Institute of Law Enforcement Management. Wellesley, Mass. \$345.

**19-20. Criminal Justice Grant Writing.** Presented by Justice Planning & Management Associates. Costa Mesa, Calif. \$275.

**19-21. Street Survival '97.** Presented by Calibre Press. Alexandria, Va. \$189.

**19-22. 49th Annual Meeting of the American Society of Criminology.** San Diego.

**20-21. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Austin, Texas. \$125.

**20-21. Tracing Illegal Proceeds.** Presented by the Investigation Training Institute. Nashville, Tenn. \$395.

**24-25. OCAT Instructor/Use of Force-Surviving a Legal Encounter.** Presented by the National Criminal Justice Training Council. Pittsburgh. \$295.

**25. Policing a Diverse Community.** Presented by the New England Institute of Law Enforcement Management. Springfield, Mass. \$75.

## DECEMBER

**1-2. OCAT Instructor/Use of Force-Surviving a Legal Encounter.** Presented by the National Criminal Justice Training Council. Chantilly, Va. \$295

**1-2. Exceptional Service in Policing (ESP).** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$275.

**1-3. Street Survival '97.** Presented by Calibre Press. Las Vegas. \$189

**1-5. Investigative Photography 1.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$600.

**2-4. Regional Information Sharing Systems (RISS) National Gang Conference: What's New, What's Works.** Las Vegas. \$175.

**3-4. Supervising the Problem Employee.** Presented by the Northwestern University

Traffic Institute. Evanston, Ill. \$275

**4-5. Breakthrough Strategies to Teach & Counsel Troubled Youth.** Presented by Youth Change. Dallas. \$125.

**4-5. Tracing Illegal Proceeds.** Presented by the Investigation Training Institute. Phoenix. \$395

**8-9. OCAT Instructor/Use of Force-Surviving a Legal Encounter.** Presented by the National Criminal Justice Training Council. West Palm Beach, Fla. \$295.

**8-9. Criminal Justice Grant Writing.** Presented by Justice Planning & Management Associates. Indianapolis. \$275.

**8-12. Crime Analysis Applications Training.** Presented by the Alpha Group Center for Crime & Intelligence Analysis Training. New Orleans. \$450.

**8-12. Advanced Forensic Art.** Presented by the Metro-Dade Police Department. Miami. \$549.

**8-12. Bloodstain Evidence 2.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

**8-12. Investigative Photography 2.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$650.

**8-12. Law Enforcement Fitness Instructor Certification.** Presented by the Northwestern University Traffic Institute. Evanston, Ill. \$550

**8-19. 1997 Use-of-Force Instructor Training Symposium.** Presented by the National Criminal Justice Training Council. West Palm Beach, Fla.

**11-12. Criminal Justice Grant Writing.** Presented by Justice Planning & Management Associates. Cleveland. \$275

## For further information:

*Addresses & phone/fax numbers for organizations listed in calendar of events.*

**Alpha Group Center for Crime & Intelligence Analysis Training.** P.O. Box 8, Montclair, CA 91763. (909) 989-4366.

**American Society of Criminology.** Attn.: Sarah Hall, 1314 Kinnear Rd., Suite 214, Columbus, OH 43212. (614) 292-9207. Fax: (614) 292-6767. E-mail: 76551.201@compuserve.com.

**Calibre Press.** 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037. Fax: (708) 498-6869. E-mail: Seminar@CalibrePress.com.

**CQC Service Group.** Kingsbury Lane, Billerica, MA 01862. (617) 667-5591.

**Criminal Justice Institute.** College of Lake County, 19351 W. Washington St., Grayslake, IL 60030-1198. (847) 223-6601, ext. 2937. Fax: (847) 548-3384.

**CSTAC Inc.** P.O. Box 2172, Woodbridge, VA 22193. (703) 878-7940. Fax: (703) 670-5368. Internet: www.cstac.com.

**Davis & Associates.** P.O. Box 6725, Laguna Niguel, CA 92607. (714) 495-8334.

**Executive Protection Institute.** Arcadia Manor, Rte. 2, Box 3645, Berryville, VA 22611. (540) 955-1128.

**FitForce.** 1607 N. Market St., P.O. Box 5076, Champaign, IL 61825-5076. (217) 351-5076. Fax: (217) 351-2674.

**Hutchinson Law Enforcement Training, LLC.** P.O. Box 822, Granby, CT 06035. (860) 653-0788. E-mail: dhutch@snet.net. Internet: http://www.patriotweb.com/vhlet.

**Institute of Police Technology & Management.** University of North Florida, 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

**International Association of Chiefs of Police.** P.O. Box 90976, Washington, DC 20090-0976. 1-800-THE IACP. Fax: (703) 836-4543.

**Investigation Training Institute.** P.O. Box 669, Shelburne, VT 05482. (802) 985-9123.

**Justice Planning & Management Associates.** P.O. Box 5260, Augusta, ME 04332. (207) 582-3269.

**Mesa Community College.** Administration of Justice Studies, 1833 West Southern Ave., Mesa, AZ 85202. (602) 461-7080. E-mail: crawford@mc.maricopa.edu.

**Metro-Dade Police Department.** Training Bureau, 9601 NW 58th St., Building 100, Miami, FL 33178-1619. (305) 715-5022.

**National Criminal Justice Training Council.** P.O. Box 1003, Twin Lakes, WI 53181-1003. (414) 279-5735. Fax: (414) 279-5758. E-mail: NCJTC@aol.com.

**National Tactical Officers Association.** P.O. Box 529, Ooyestown, PA 18901. (800) 279-9127. Fax: (215) 230-7552.

**New England Institute of Law Enforcement Management.** P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724. Web: http://www.tiac.net/users/gburke/neilem.html.

**Northwestern University Traffic Institute.** 555 Clark St., P.O. Box 1409, Evanston, IL 60204. (800) 323-4011

**Police Executive Research Forum.** POP Conference, 1120 Connecticut Ave. N.W., Suite 930, Washington, DC 20036. (202) 466-7820. Fax: (202) 466-7826.

**Public Safety Institute.** University of North Florida-IPTM, P.O. Box 607130, Orlando,

FL 32860-7130. (407) 647-6080. Fax: (407) 647-3828.

**Public Safety Training Inc.** P.O. Box 106, Oak Harbor, OH 43449. (419) 732-2520.

**R.E.B. Training International Inc.** P.O. Box 845, Stoddard, NH 03464. (603) 446-9393. Fax: (603) 446-9394.

**RISS National Gang Conference.** Attn. Ms. Trelles O'Alemerte, (904) 385-0600, ext. 227. E-mail: tdalembc@iir.com.

**SEARCH.** 7311 Greenhaven Dr., Suite 145, Sacramento, CA 95831. (916) 392-2550.

**Southwestern Law Enforcement Institute.** P.O. Box 830707, Richardson, TX 75083-0707. (214) 883-2376. Fax: (214) 883-2458.

**Storm Mountain Training Center.** Rte. 1, Box 360, Elk Garden, WV 26717. (304) 446-5526. Internet: www.stormmountain.com.

**University of Houston-Downtown.** Criminal Justice Center, 1 Main St., Room 606-S, Houston, TX 77002. (713) 221-8690. Fax: (713) 221-8546.

**University of Houston-Clear Lake.** 2700 Bay Area Blvd. #354, Houston, TX 77058-1098. 1-800-892-9451. Fax: (281) 283-3039

**University of Vermont.** Professional Programs, Attn: Safer Communities, 30 South Park Dr., Colchester, VT 05446-2501. (800) 639-3188. Fax: (802) 656-3891

**Wicklander-Zulawski & Associates Inc.** 4932 Main St., Downers Grove, IL 60515-3611. (800) 222-7789. Fax: (630) 852-7081. E-mail: Register@W-Z.com.

**Youth Change.** 275 N. 3rd St., Woodburn, OR 97071. 1-800-545-5736. Internet: www.youthchg.com

## On the prowl in Seattle for car B&E's

Public awareness contributes to prevention

Continued from Page 1

them-solving: scanning, to describe the problem fully; analysis of the problem; development of a response goal and response strategy to solve the problem; and assessment of the effort's effectiveness.

Research is a key component of the effort, noted Koutsky, who said surveys of car-prowl victims and police who investigate the incidents have generated a wealth of information about the kinds of conditions that allow vandals and thieves to operate without fear of arrest.

The surveys found that the largest number of car prowls occurred during weekday evenings. Conditions in residential areas that make car prowls easy to pull off include privacy walls, which block lines of sight; shrubs; inadequate lighting; wooded areas, and easy access to main streets and highways. Most of the car prowls reported in residential areas occurred in on-street parking areas.

From interviews with suspects, police were able to devise prevention tips that have been passed along to citizens by way of public-service announcements and flyers distributed in high-incident areas. Most of the tips are common sense, like not leaving valuables in plain sight, using car alarms, and parking locked vehicles in well-trafficked and well-lit areas.

Prevention helps to ward off car prowlers, according to a survey of victims, which found that, as in other crimes, those who take precautions often prevent a recurrence of the crime.

"People who had taken precautions had a 70-percent less chance of being a

victim a third time; those who did nothing continued to be victims," Koutsky told Law Enforcement News. "That showed us people really need to understand that this crime is a crime of opportunity, and if they don't take steps to prevent their cars from being hoken into, they will be eventually."

Parking lots with private security are not immune from car prowlers. Koutsky added, "although minimal security does prevent car prowls from occurring there.... One parking lot owner who was having a lot of problems with car prowls hired one person just to walk around the lot — and it dropped 90 percent."

The few suspects who are caught often admit to numerous crimes, prompting police to conclude that a small number of offenders commit most of the crimes, which surveys show are low on the list of crime concerns among both citizens and courts. From its studies of the problem, the task force found that "casual attitudes" toward car prowls is a factor in their high rate of occurrence. The task force hopes to change that through education, Koutsky said.

"These are minor crimes that are really impacting the community on a large scale, but the focus of the criminal justice system has been mainly with more heinous kinds of crime," he said. "We're working at trying to come up with some creative ways to address the problem in the criminal justice system. And with most of the car prowls being done by a limited number of suspects, just coming up with some creative ways to address those people would be a great way to address the problem."



## Proven winners take to the road:

The Boston Gun Project & New York's Compstat process, both battle-tested on their home turf, continue to spread far & wide as other agencies look to adapt the effort & replicate the success. **See Pages 1, 5.**



## A bird's-eye view of drugs:

LEN gets the big picture from DEA Administrator Thomas Constantine. **Interview, Page 8.**

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### What They Are Saying:

**"If you have a toothache and a dentist lives next door, you don't go waking him up at 3 o'clock in the morning to ask him to pull your tooth."**

— James Barry, legislative aide for the Boston Police Patrolmen's Association, criticizing the premise behind a residency rule that has officers fired up. (Story, Page 1.)